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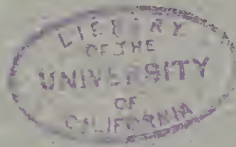
Vol. 3, No. 2, pp. 47-150

December 22, 1903

STATE AID TO SECONDARY SCHOOLS

BY

DAVID RHYS JONES



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STATE AID
TO
SECONDARY SCHOOLS

A THESIS IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE
OF MASTER OF ARTS IN THE UNIVERSITY OF CALIFORNIA

PRESENTED IN 1903 BY

DAVID RHYS JONES



BERKELEY
THE UNIVERSITY PRESS
1903

UNIVERSITY OF CALIFORNIA PUBLICATIONS
EDUCATION

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PREFATORY NOTE

An attempt is made in this paper to set forth the attitude of the several states as regards the encouragement of secondary education through the granting of special subsidies to the middle schools. As this inquiry covers the period from the establishment of the earliest secondary schools in this country down to the present time, it is made to deal more particularly with systems of state aid rather than with a consideration of aid granted to individual institutions. No account has been taken of the aid granted to state normal schools, which are, in theory, professional schools, but very often are, in reality, schools devoting a large part of their time to secondary instruction. Preparatory departments such as state universities maintained during the earlier years of their existence, are likewise omitted from this consideration.

For a definition of the term "secondary education," the reader is referred to two discussions which appeared in print at about the same time. The first of these is found in the introductory chapter of "The Making of Our Middle Schools," by Professor Elmer Ellsworth Brown of the University of California; the other, by President Arthur T. Hadley of Yale University, is an article entitled "The Meaning and Purpose of Secondary Education," published in the *School Review* for December, 1902.

BERKELEY, CALIFORNIA, May, 1903.



STATE AID TO SECONDARY SCHOOLS

CHAPTER I

THE COLONIAL PERIOD

It has been said that the early schools of New England are studied best in Old England, so closely related were they to the schools of the mother country. Particularly was this true of the early secondary schools. The Latin grammar schools of the colonial period were patterned after those of a corresponding grade in England, in which many of the men prominent in our early colonial history had been educated.

Before the close of the sixteenth century the influence of the new learning was strongly felt in England, and with it came the desire for a more general and liberal education. Private endowment by individuals of wealth and public spirit sought to make amends for the loss which the country had sustained in the destruction of schools in the time of Henry VIII and Edward VI. Not infrequently, in response to a petition of the people, lands which had been confiscated during the reformation were restored for the support of grammar schools in various parts of the country. This united effort, public and private, was going on at the time of the settlement of the American colonies. The English secondary schools were supported from land endowments, productive funds, and tuition fees; and their courses of study were designed to prepare for the advanced work of the universities. While the colonists continued to be Englishmen upon American soil we should expect to find English customs and institutions dominant; but as the gradual effect of a new environment and the enlarged scope of unrestrained action began to make of them a distinct people, a new class of institutions might be looked for.

Like their English prototypes, the early colonial secondary schools were known as free¹ grammar schools, or for short, as free schools or grammar schools. In some places they were known as Latin schools or public schools, and to add to the difficulty of determining in all cases what grade of school is referred to, the term "school" or "town school" is used, leaving the reader to determine the character of the school in question. The name Latin grammar school is of a somewhat later date, and has probably come into use to distinguish between the classical grammar schools of the colonial period and that part of the elementary school system now commonly known as the grammar school.

The scope of work covered in the colonial secondary schools varied in the various schools, from an elementary course in some to a rigid classical course in others.² Their work extended over a period of several years according to the previous preparation of the students, and the standards of admission to the higher schools; for like many of the English schools, the colonial secondary schools were generally established with reference to the actual or proposed higher institutions. Religious and civic interests being closely related in many of the colonies, the schools were designed to fit the young men of that day for the service of God in church and commonwealth.

VIRGINIA

The first colonial school of this type of which there is any record was planned for Virginia,¹ in 1821.⁶ The method of support for this proposed school illustrates the various sources of revenue commonly drawn upon for the maintenance of the

¹For a discussion of the origin and meaning of the term "free" school, see LEACH, *English schools at the reformation*, pp. 110-114.

²The standard set for admission to Harvard College in 1663 may be taken as representing the maximum work done in the early colonial grammar schools: "When any schollar is able to understand Tully, or such like classicall Latine author extempore, and make and speake true Latine in verse and prose, *suo ut uiunt Marte*; and decline perfectly the paradigm's of nounes and verbes in the Greeke tongue: Let him then and not before be capable of admission into the Colledge." (*New England's First Fruits*, in *Massachusetts historical collections*, first series, I, p. 213).

³NEILL, *Virginia company of London*, pp. 251-257, 269, 309. *Virginia historical collections*, VII, pp. 116 et seq.

early grammar schools. In October, 1621, the Court of the Virginia Company in session in London was informed that Mr. Copeland, "a mynister lately returned from the East Indies, out of an earnest desire to giue some furtherance to the plantacon in Virginia, had been pleased, as well by his owne good example as by psuasion, to stir upp many that came with him in the Ship called the Royall James to contribute towards some good worke to be begunn in Virginia, insomuch that hee hadd peured allredy a matter of some 70li to be employed that waie." A week later it was announced that "an unknowne person hath likewise giuen 30li," that the sum might be increased to one hundred pounds. The same day it was "taken into consideracon whither a Church or a Schoole was most necessarie," and, after due deliberation, they "conceaued it most fitt to resolute for the erectinge of a publique free schoole, weh, being for the edueacon of Children and groundinge of them in the principles of religion," was thought to be the more likely to prove satisfactory to the planters, who "through want whereof. . . haue bin hitherto constrained to their great costs to send their Children from thence hither to be taught." The Court granted one thousand aeres of land as an endowment for the school, and urged the governor of the province to stir up the planters "to put their helpinge hands towards the speedy building of the said schoole." It was proposed that this tract of land should be cultivated for the support of the master of the school, and that such as sent their children to the school should "giue some benevolence unto the schoohn^r, for the better encrease of his mayntenance." This school, so zealously planned, was to be tributary to a proposed college in the same colony. Steps were taken for the erection of a building and for procuring a master for the school; but the abrogation of the Company's charter and the terrible Indian massacre of 1622 caused the abandonment of this project, "not great in itself, but of great good hope."

Public support for secondary education in Virginia begins with the founding of the College of William and Mary in 1693. For many years after its founding, this school was conducted as a secondary school, and a grammar school was continued in connection with the college during its later years. In the charter

granted to the college the following revenues were appropriated to the use of the school:² The revenue from the imposts on tobacco exported from Maryland and Virginia, amounting to a penny a pound; one thousand nine hundred and eighty-five pounds, fourteen shillings, and ten pence, raised out of the quit-rents of the colony; and twenty thousand acres of land. The General Assembly also placed a duty on furs and skins exported,³ "worth better than one hundred pounds a year," and in 1718, made a special appropriation of one thousand pounds out of the public treasury for the support of the college.⁴ In the interval between 1718 and 1763 several orders and grants were made in aid of the College of William and Mary, in all of which the grammar school proper as well as the college participated.⁵

MASSACHUSETTS

Massachusetts Bay Colony.—The first secondary school established within the colonies was the Boston Latin School, founded in 1635.¹ In the following year, "at a general meeting of the richer inhabitants there was given toward the maintenance of a free school master for the youth" more than forty pounds raised by subscription.² Six years later, provision was made for the partial support of the school out of public lands. Several islands lying in the harbor of Boston had been granted to the city by the General Court of Massachusetts, and one of these, Deer Island, was set apart for the use of the school. The following is the record made of this order:

This 10th of the 11th moneth, 1641.

At a generall Townsmeeting, upon warning from house to house.

It's Ordered that Deare-Island shall be Improoved for the maintenance of a free schoole for the Towne, and such other Occasions as the Townsmen For the time being shall thinke meet, the sayd schoole being sufficiently Provided for.³

² CLEWS, *Educational legislation and administration*, pp. 361-378.

³ HENING'S *Statutes at large*, 3, pp. 123, 124.

⁴ *Id.*, 4, p. 74.

⁵ HENING, *passim*.

¹ *Second report of the record commissioners of Boston*, p. 5.

² *Id.*, p. 160 note.

³ *Id.*, p. 65.

In 1644 the same island was let for a period of three years, at an annual rental "unto the Use of the Schoole seaven pounds per yeare."⁴ At the expiration of this time it was again let for the benefit of the school, for a period of seven years, at an annual rate of fourteen pounds payable in provisions and clothing.⁵ Two years later, 1649, an additional endowment was provided by the following order:

It was further ordered that the select men of the towne shall take order aboute Long Iland and Spectacle Iland, with them that now hold it, to instate it on them for Inheritance, upon paying a yearly rent upon evrye acre for the Schols use.⁶

Before the close of the same year the annual rate for Long Island was fixed at six pence an acre.⁷ Three other tracts of land were added to the endowment of the school in 1649.⁸ The general school law of 1647 had already enunciated the principle that public funds raised by general tax might be used for the education, both elementary and secondary, of the children of the colony. But the town rate was used only to supplement other sources of income, or to provide for the instruction of the children of the poor. The Court having granted several large tracts of land to other towns for the support of their free schools in 1659, made the following grant to Boston in 1660:

In ans^r to the petition of the towne of Boston, the Court judgeth it meete to graunt y^e sd towne of Boston one thousand acres of land, for their furtherane & helpe to dischargd y^e chardg of a free schoole there.⁹

While the inhabitants of Boston were making provision for the support of their free school, similar measures were being taken by the neighboring towns. Charlestown in 1636 provided for a school, the master to receive forty pounds annually for his services. Lovell's Island, which had been granted to the town by the General Court, was leased for the benefit of the school. In 1647 the yearly rental of this island amounted to five pounds, and fifteen pounds additional was raised by a town rate, and the

⁴ *Id.*, p. 82.

⁵ *Id.*, p. 92.

⁶ *Id.*, p. 94.

⁷ *Id.*, p. 95.

⁸ *Id.*, p. 97.

⁹ *Records of Massachusetts*, IV, pt. 1, p. 444.

town's part of the mystic weir was devoted to the support of the school.¹⁰ The town of Dorchester in 1639 voted, "that there shall be a rent of 20 lb a year for ever imposed vpon Thomsons Island . . . towards the mayntenance of a schoole in Dorchester. This rent to bee payd to such a schoole-maste^r as shall vndertake to teach english, latine, and other tongues, and also writing." Thomson's Island was lost to the town in 1648, and upon petition of the town that the Court grant them another island towards the maintenance of their free school, which they said was "like to faile" without such help, the Court replied that when the town would present that which was fit to be given, it should be conferred upon them. There being no "fitt" island left to be granted, the Court, in 1659, granted one thousand acres of land, which was sold in 1734 for four hundred pounds:

In ans^r to y^e peticon of the inhabitants of Dorchester, the Court judgeth it meete to graunt the towne of Dorchester a thousand acres of land in leiw of Thompson's Island, formerly sett a pt for a free schoole in Dorchester, but by judgment of y^e Court given to M^r John Tompson, & y^e sajd land to be lajd out where they can find it, & improoving it for y^e bennefit of sajd schoole.¹¹

On the same day, November 12, 1659, the Court granted one thousand acres each to the towns of Cambridge and Charlestown for the encouragement of the free schools already established:

In ans^r to the peticon of Charles Towne & Cambridge, the Court, having considered the grounds of this peticon, & of how great concernment it is y^e all due encouragement be given thereto, judge meete to graunt to each towne a thousand acres of land, vpon condicon y^e they foreuer appropriate it to that vse, & wthin three yeers, at farthest, lay out the same, & put it on improvement; & in case that they faile of majuetaining a grammar schoole during the sajd tyme they shall so doe, the next grammar schoole of w^{ch} townesoener shall haue the sole bennefitt thereof.¹²

This seems to have been a day of good things for some of the masters as well as for the schools, for upon the same day the following grants were made:

In ans^r to the peticon of Daniell Weld & Eljjah Corlett, schoolem^{en}, the Court, considering the Usefulness of the peticoñers in an imployment of so comon concernment for the good of the whole country, &

¹⁰ *Am. Journ., Ed.*, XXVII, p. 127.

¹¹ *Records of Massachusetts*, IV, pt. 1, pp. 397, 398.

¹² *Id.*, p. 100.

the little encouragement that they haue had from theire respective townes for theire service & vnwearied paynes in that imployment, doe judge meet to graunt to each of them two hundred acres of land, to be taken vp adjoyning to such lands as haue bin already graunted & laid out by order of this Court.¹³

In the following year, 1660, five hundred acres of land were granted to the town of Roxbury "towards the mainetenance of a free school,"¹⁴ and the one thousand acres already mentioned to the town of Boston for a similar purpose. The grant made the previous year to the town of Charlestown was located on the same day "in the wilderness, on the westerne side of Merremacke River."¹⁵

The early masters of the grammar schools of Massachusetts were for the most part men of considerable learning, and were usually accorded the same privileges as the men who occupied high civil and religious offices. In 1693 they were relieved from military training;¹⁶ and in 1699 from "watch and ward" duties,¹⁷ and from further payment of poll tax and from tax upon their estates and incomes.¹⁸ While it is very probable that the public treasury suffered but little as a result of this last concession, still the recognition thus publicly accorded these masters testified an appreciation of the work in which they were engaged.

Plymouth Colony.—For the first half-century after the founding of Plymouth Colony no steps were taken to provide for schools of a secondary grade. The Court in 1670 voted to grant all the profits accruing from the Cape Cod fisheries "to be imployed and improued for and towards a free schoole in some towne of this jurisdiction," provided a beginning was made within one year after the making of the grant. At a meeting of the Court, March 4, 1672-3, it was ordered that inasmuch as within the time limit "there hath bin a beginning made att Plymouth, and hither to continued, by Gods blessing, with good successe, as vpon examination may appeer;" and since the town of Plymouth

¹³ *Id.*, p. 397.

¹⁴ *Id.*, p. 438.

¹⁵ *Id.*, p. 444.

¹⁶ *Acts and resolves of the province of Massachusetts-Bay*, 1, p. 130 (*Laws*, 1693-94, ch. 3, sec. 12.)

¹⁷ *Id.*, p. 382 (*Laws*, 1699-1700, ch. 10, sec. 2).

¹⁸ *Id.*, p. 416 (*Laws*, 1699-1700, ch. 27, sec. 4).

had appropriated "a considerable tract of vpland and meddow belonging to the said towne of Plymouth," and since several of the townspeople "out of theire good affections, hane freely ginen out of theire owne estates for the erecting or procuring a convenient scoole house, not onely for the better accommodating of the scollers, but alsoe for the schoolmaster to liue and reside in . . . in hope that God may please soe to smile vpon this our day of smale thinges as to make it a blessing to the rising generation;" it was declared that the receipts from the Cape fisheries should be given to Plymouth.¹⁹

In June, 1673, the Court again ordered that "the charge of a free Scoole, which is three and thirty pounds a yeare shalbe defrayed by the Treasurer out of the proffitts arising by the fishing att the Cape²⁰ vntill such Time as that the minds of the ffreemen be knowne concerning it which wilbe returned to the next court of Election."²¹ The verdict of the inhabitants of the several towns having been received,²² the Court continued the grant of the profits of the Cape fisheries for the maintenance of the school with the provision, "that there be noe further demaunds. beside the said proffitts of the Cape demaunded of the Country for the Maintainance of the said Scoole." But as new towns were formed, and other free schools were established, the Court sought to distribute the annual receipts among the several schools.²³ In March, 1682-3, it was ordered that the Cape money, as it was commonly called, be distributed as follows:²⁴ "to Bastable scoole, twelve pound; to Doxburrow scoole, eight pound; to Rehoboth scoole, fine pound; to Taunton scoole, three pound; and two pound to Mr Daniel Smith."²⁵

¹⁹ *Plymouth colony records*, V, p. 108.

²⁰ For Cape fisheries regulations, *Id.*, pp. 104, 243, 244, 259; XI, pp. 228, 229, 231, 233.

²¹ *Id.*, XI, p. 233 (*Laws*).

²² *Id.*, p. 237.

²³ The fisheries of Cape Cod were granted to a corporation in 1677, at an annual rate of thirty pounds, silver money of New England. It was ordered in the same year that at least twelve pounds "currant Marchantable pay" be raised by rate on all inhabitants of the town, which, with the voluntary contributions and the tuition fees of those in attendance, and an amount ranging from five pounds to ten pounds from the Cape moneys, should be used for the support of the grammar schools. (*Plymouth colony records*, XI, p. 247. *Laws*).

²⁴ *Plymouth colony records*, VI, pp. 102-103.

²⁵ Under date of March 7, 1681-2, is recorded the following entry: "Received

The Province of Massachusetts.—The colonies of Plymouth and Massachusetts Bay were united in 1691, and from that time forward the same educational provisions applied to the entire province of Massachusetts. It was ordered in June, 1701, that one-half of the fines and forfeitures for the violation of the excise laws of the colony should be devoted to "the encouragement and support of a free grammar- or writing-school or schools in the town where the offence is committed," and in case no such school existed in the town, then the fine was to be paid to the use of such schools in the town next adjacent within the same county.²⁶ A further provision was made in March, 1702-3, when one-half of the fine imposed upon each assessor, selectman, or commissioner failing to perform faithfully his duties was appropriated "for and towards the support of the schoolmaster in said town; and for want of such schoolmaster, according to law in said town, then to the use of the next grammar-schoolmaster in the county."²⁷

Among the early settlers of the colony were many men of intelligence and public spirit. They believed in education and were ready to promote it at a sacrifice of their own possessions. Such men generally comprised the General Court, and among the "thinges of comon Concernement and publike benefitt," the school had first place. They were mindful of all schools, from that "Schoole of the Prophets" to the humblest dame school among them. But from the repeated legislation concerning the maintenance of the grammar schools, it is evident that this class of schools was then, as since, the one having the least hold upon many of the less enterprising towns. The position of the colonial government enabled it to impose upon all towns the obligation of maintaining such schools as the better sentiment of the colony at large dictated. The difficulties incident to new territory, the frequent hostilities, and the shifting character of the settlers as

by Mr Daniell Smith of the Treasurer twelue pounds in siluer mony of New England, of the Cape mony, to be employed for and towards the maintainance and keeping of a gramer scoole att Rehoboth." The earliest record of the distribution of the fund is in 1678, when a part of the proceeds of the Cape fisheries was granted to the same school. (*Plymouth colony records*, VI, p. 81, also V, p. 259.)

²⁶ *Acts and resolves of Massachusetts Bay*, I, pp. 435, 477, 529.

²⁷ *Id.*, p. 516.

they took up new homes in other sections, made it necessary from time to time to increase the penalty for neglect to comply with the law requiring towns to support grammar schools.²⁸ Many of the towns had been able to maintain such schools by reason of private endowments or through having extensive tracts of town lands which had been devoted to the use of the school. Town lands which might be employed for public uses were soon found to be valuable agencies for the promotion of religion and the support of public schools as well as for other and more varied purposes.

As early as 1673, and possibly much earlier, the colony of Massachusetts began to reserve "for the publick use" a portion of each considerable tract of land sold. In one of the charters for New Hampshire lands granted in that year, "a farme of five hundred acres of upland & meadow" was reserved from the tract disposed of, to be devoted to public benefits.²⁹ In a grant made in 1704, which became the town of Sutton, the charter provided that the following reservations be made: "three hundred acres of the said lands for the first settled minister, four hundred acres for the ministry, and two hundred acres for the use of a school, all to be laid out conveniently."³⁰ Similar provisions occur in the charter of Lunenburg, granted in November, 1719, except that a fourth reservation is made for Harvard College.³¹ The wild lands of the province were generally disposed of in large tracts or townships. These were usually divided into "shares," generally sixty-three to a township, one of which was reserved for the first settled minister, one for the ministry, and one for a school. Occasionally the reservation is expressly made for "the grammar school," as in the charter of the town of Walpole, New Hampshire, 1773.³² It is quite

²⁸ *Records of Massachusetts*, II, p. 203; IV, pt. 2, p. 486; V, pp. 411, 415. *Plymouth Colony records*, XI, p. 247 (*Laws*). *Acts and resolves of Massachusetts Bay*, p. 470, II, p. 100.

²⁹ *New Hampshire state papers, town charters*, I, p. 81. [Charter of Old Dunstable, September 10, 1673.]

³⁰ BENEDICT and TRACY, *History of the town of Sutton*, p. 10.

³¹ *Early records of the town of Lunenburg*. [Facsimile of charter printed as frontispiece.]

³² *New Hampshire state papers, town charters*, I, pp. 78-79, 81, 353.

probable that the reservations were made out of solicitude for the grammar school, rather than the common school, owing to the greater cost of maintaining grammar schools and the difficulty experienced in the attempt to require the towns to maintain such schools. This policy had become fixed in the early part of the eighteenth century, and was retained until the separation of the province of Maine in 1820. One of the most extensive of these reservations was made in 1786, when fifty townships of land, each six miles square, in the district of Maine were sold, with the following reservations:

Provided nevertheless, That there be reserved out of each township, four lots of three hundred and twenty acres each, for public uses, *to wit*, One for the use of a public Grammar-School forever; one for the use of the Ministry; one for the first settled Minister, and one for the benefit of public education in general, as the General Court shall hereafter direct.³³

The trustees of the free school in Williamstown represented to the legislature of Massachusetts in 1789 that they were unable to provide a suitable building for the use of their free school, and they were granted a lottery of twelve hundred pounds for that purpose.³⁴ The spirit of self-government and local control characteristic of the early New England people is seen in the entire absence of any conditions imposed upon the schools thus aided out of the public funds.

CONNECTICUT

In 1664 the settlement of New Haven was brought under the jurisdiction of Connecticut Colony, and the enlarged domain was divided into four counties in 1666. At a court of election held at Hartford, May 9, 1672, the following grants of public lands were made for the encouragement of grammar schools in the several counties of the colony:

This Court granted to the County Townes of Fayrefield and New London the sume of six hundred acres of land apeice to each of those County Townes, to be taken up where it may not prejudice any former grant; which sayd land shall be and belong to the said County Townes for euer, to be improued in the best manner that may be for the benefitt

³³ *Acts and laws of the commonwealth of Massachusetts*, 1783-89, p. 514. *Laws of Massachusetts*, 1780-91, pp. 349-351.

³⁴ *Acts and laws of the commonwealth of Massachusetts*, 1783-89, p. 732.

of a grammar schoole in the sayd County Townes, and to no other use or end whatsoever.

There is also granted to the County Townes of New Hewen an Hartford, to each of them, six hundred acres of land, upon the same tearmes and to the same use with the other County Townes.¹

It was further provided in the same year, "that in every county town there shall be set up and kept a grammar school, for the use of the county, the master thereof being able to instruct youths so far as they may be fitted for college."² As a further encouragement the masters were exempted from the payment of poll tax,³ and from highway⁴ and military summons.⁵ As the lands were not surveyed until thirty years after the grants were made, these early schools were in need of more immediate aid. In 1684 all houses and lands given or purchased by charitable persons "for the encouragement of learning and providing of public concerns" were exempt from taxation.⁶ Three years later, the Court ordered a contingent surplus in the colonial treasury to be distributed among the county towns for the improvement of their grammar schools.⁷ The Court, in 1690, ordered that an annual salary of sixty pounds current money should be paid to the masters of the schools of Hartford and New Haven, "thirty pounds of it to be paid out of the county treasury."⁸ This provision was amplified in 1693 so as to aid in the support of the other schools of the colony, by the following act:

This Court for the incouragement of learning in this Colony, there being fower gramar schooles in the county townes of each county, this Court haueing granted to Hartford and New Hauen for the end afoarsayd thirty pownds apeice to the sayd townes no[w] gaue to New London and Fayrfeild county schooles twenty pownds to each of those county townes.⁹

For the better assurance that the town schools would be maintained as required by law, the legislature in 1700 ordered that an annual appropriation from the colonial treasury of

¹ *Connecticut colonial records*, II, p. 176.

² *Laws of 1672*, p. 63. (Notes 2-5 from CLEWS.)

³ *Id.*, p. 59.

⁴ *Id.*, p. 28. *Acts and Laws of . . . Connecticut*, II, p. 85 (re-printed, 1750.)

⁵ *Id.*, p. 63. *Acts and Laws of . . . Connecticut*, I, p. 78 (re-printed, 1715.)

⁶ *Connecticut colonial records*, III, p. 158.

⁷ *Id.*, pp. 224, 225.

⁸ *Id.*, IV, p. 31.

⁹ *Id.*, p. 97.

forty shillings for every one thousand pounds of taxable property be made to each town for the use of the school. Where this proved insufficient to support the master of the school, the deficit was to be paid out of any endowment that the school might have, but where none existed, one-half of such deficit was to be paid out of a town rate and the balance to be met by tuition fees.¹⁰ That this annual subsidy was made to contribute to the support of the grammar schools may be seen from the provisions of an act passed in 1712, entitled, "An Act for the encouragement of Learning." The section relating to the grammar schools is as follows:

*And it is further enacted, That the forty shillings upon the thousand pounds, allowed to the county towns in this Colony for the maintenance of a grammar school, shall from the publication of this act be paid in money or bills of credit; and that the villages that are already made or shall hereafter be made out of any of the said county towns shall receive their forty shillings upon the thousand pounds as pay. This act to continue so long as our rates are paid in money or bills.*¹¹

This annual apportionment to towns for the support of the schools, begun in 1700 at forty shillings upon the thousand pounds of valuation, was lowered to ten shillings in 1754,¹² raised to twenty shillings in 1766,¹³ and restored to forty shillings in 1767.¹⁴ In May of the preceding year the revenues of each town "for excise on liquors, tea, &c." were given to the town to be placed at interest for the endowment of the schools;¹⁵ and the interest on all moneys thus previously raised and in the possession of the colony was added to the current school funds of the several towns,¹⁶ and all income from poll taxes was granted the towns for the use of schools.

To insure the proper use of the funds thus devoted to the support of the schools, a system of school inspection was instituted in 1714, which in its scope and intent was quite similar to some of the systems in operation at the present time in some of the

¹⁰ *Id.*, pp. 31-32.

¹¹ *Id.*, V, p. 353.

¹² *Id.*, X, p. 317.

¹³ *Id.*, XII, p. 497.

¹⁴ *Id.*, p. 561.

¹⁵ *Id.*, p. 463.

¹⁶ *Id.*, XII, pp. 463, 464

states. The provision was made under the title of "An Act for the Encouragement and Better Improvement of Town Schools," and reads as follows:

Forasmuch as the upholding and good ordering of the schools erected in towns by order of this Assembly, and partly maintained out of the publick treasury, is of great importance to the publick weal, and the neglect thereof will be occasion of much ignorance, disorder and prophaneness,

Be it therefore ordered and enacted by the Governor, Council and Representatives, in General Court assembled, and by the authority of the same, That the civil authority, together with the select men in every town, or major part of them, shall inspect, and they are hereby directed and impowred, as visitors, to inspect the state of all such schools as are appointed in the said town from time to time, and particularly once in each quarter of the year, at such time as they shall think proper to visit such schools, and inquire into the qualifications of the masters of such schools, and their diligence in attending to the service of the said school, together with the proficiency of the children under their care. And they are hereby further required to give such directions as they shall find needful, to render such schools most serviceable to the increase of that knowledge, civility, and religion, which is designed in the erecting of them.

And it is further enacted, That if, in this inspection of the said schools, the said inspectors observe any such disorders, or misapplication of the publick money allowed to the support of such schools, as render the said schools not so likely to attain the good ends proposed, they shall lay the same before this Assembly, that the proper orders in such cases necessary may be given."¹⁷

To secure its wild lands from the cupidity of the royal governor, the colony of Connecticut in 1687 granted the greater part of them to the towns of Hartford and Windsor. In the final distribution of this land in 1726, one-half of it was retained by the colony. In 1733 it was proposed that the colony's share of this land, embracing in all seven towns, should be disposed of by sale. Each of the seven towns was finally divided into fifty-three "rights" or "shares," three of which were reserved, "one for the first minister that shall be there settled, to be conveyed to him in fee; one to be sequestered for the use of the present established ministry forever, and one for the use of the school or schools in such towns forever."¹⁸ The proceeds of the sale of the fifty "rights" was apportioned among the several

¹⁷ *Id.*, V, p. 462.

¹⁸ *Id.*, VII, pp. 457-458.

settled towns of the colony, "in proportion according to the list of their polls and rateable estate in the year last past, and to be secured and forever improved for the use of the schools kept in said towns according to law."¹⁹ As the grammar schools of Connecticut were supported in the same manner as the elementary schools, both sharing in the annual subsidy from the colonial treasury and both dependent upon the towns for their maintenance, it is quite likely that the revenues from the sale of these lands were partially devoted to the support of the grammar schools.

NEW YORK

The first Latin school in New Amsterdam was established in 1659. In a letter from Stuyvesant and the Council to the Directors of the colony, dated July 23, 1659, announcing the arrival of the schoolmaster from Holland, the following sentiment is expressed regarding the school: "We hope and confide that the community shall reap great benefits from it for their children, for which we pray that a bountiful God may vouchsafe his blessing."¹ In addition to his income from tuition fees the master received an annual allowance of two hundred florins from the city.² In 1663 the annual salary of the master amounted to one thousand guilders (\$400). One-half of this was paid by the city and the other half by the Company. In reply to a letter from the burgomasters of New Amsterdam to the Director General and Council with respect to the salary to be paid to the Reverend Ægidius Luyck for his services as master of the school, the following answer was received:

The Director General and Council are, with the supplicants, of opinion that the continuation and encouragement of the Latin school is necessary—and, as it is customary in our Fatherland, that such persons by the cities which make use of them are engaged, so are the supplicants authorized by this, to allow such a salary to the aforesaid Rev. Luyck as they shall deem reasonable—of which salary Director General and Council—provisionally upon the approbation of the Noble Directors shall pay the half. 16 Aug., 1663.³

¹⁹ *Id.*, p. 457-458; VIII, pp. 122, 134, 334, 387, 392.

¹ PRATT, *Annals of public education in the State of New York*, p. 23.

² *Id.*, p. 23.

³ *Id.*, p. 35.

The earliest legislative act providing for secondary education within the colony of New York is entitled, "An Act for Encouragement of a Grammar Free-School in the City of New York," bearing date of November 27, 1702. Provision was made for the maintenance of a school for a period of seven years, the city to raise an annual "Sum of fifty pounds Current money of New York" for the support of the master. This act expired by its own limitation, the school having been kept but a part of the time.⁴

In 1732 a petition was presented to the House asking leave to introduce a "Bill for encouraging a public School, to teach Latin, Greek, Arithmetick, and the Mathematicks, in the City of *New-York*." It was proposed to appropriate the moneys remaining in the treasury from the licensing of hawkers and peddlers to the support of this school. The following extracts from the preamble to the act as finally passed indicate the sentiment of the House with regard to educational matters:

Whereas, good Learning is not only a very great Accomplishment but the properest Means to attain knowledge, Improve the Mind, Morality and good Manners, and to make Men better, wiser and more usefult to their Country as well as to themselves.

And Whereas, the City and Colony of New York, abounds with Youths of a Genius not Inferior to other Countries, it must undoubtedly be a Loss to the Public and a Misfortune to such Youths if they are destitute of the Opportunity to improve their Capacities by a Liberal Education.⁵

By the provisions of this act the city of New York was required to raise an annual sum of forty pounds for the support of the master of the school, and a like sum was annually appropriated for this purpose from the colonial treasury, out of funds accruing from the licensing of hawkers and peddlers:

Always Provided and *Be it further Enacted* by the same Authority that whenever the Fund of Hawkers and Pedlars shall during the Term aforesaid happen to exceed the Sum of Forty Pounds per Annum such Overplus shall remain in the Treasury, so Nevertheless as that the said Sallary for the whole Five Years out of the said Fund does not fall short of the Sum of Two Hundred Pounds any Thing herein to the contrary thereof notwithstanding.⁶

⁴ *Id.*, pp. 77, 78. *Colonial laws of New York*, I, pp. 516, 517.

⁵ *Id.*, II, pp. 813-817. PRATT, *op. cit.*, pp. 125-127.

⁶ *Colonial laws of New York*, III, pp. 86, 87. PRATT, *op. cit.*, p. 130.

The provisions of the above measure expired in 1737, and further legislation was therefore made necessary. When a measure containing provisions similar to those of the previous act were proposed, it met with violent opposition. The motion to continue the appropriation from the "Fund of Hawkers and Pedlars" was carried by a majority of but one vote, while the provision authorizing the city of New York to assume its share of the burden of the Latin school was carried by a majority of seven. Provision was made in both of these acts for the instruction of twenty pupils free of charges for tuition, a specified number from each of the counties in the colony. A portion of the annual amount appropriated from the colonial treasury remained unpaid. The Assembly declared in 1740, "That the part of the Two hundred pounds that remains Yet Unpaid to the Said Alexander Malcolm, is a just debt due from this Colony; and it appearing by the Treasurer's accounts that there is Still Unpaid, The Sum of One hundred Eleven pounds Seven Shillings and Six pence," the same was ordered paid.⁷ The provisions of the law of 1737 were made for one year and expired by limitation in 1738. No further action was taken for the maintenance of such a school during the remainder of the colonial period.

MARYLAND

The earliest provision for secondary schools in the province of Maryland was made in 1694. In the fall of that year Governor Nicholson proposed to the Assembly, "that a way be found out for the building of a free school, and the maintenance for a schoolmaster and usher and writing master that can cast accounts."¹ The Governor proposed to contribute fifty pounds towards the erection of such a school, and to make an annual donation of twenty-five pounds sterling during his continuance in office towards the support of the master. Liberal donations of money and tobacco were subscribed by the members of the Assembly and by various civil officers.² Several laws relating to

⁷ PRATT, *op. cit.*, p. 140.

¹ Quoted in BERNARD C. STEINER, *History of education in Maryland*, p. 19. *United States bureau of education, Circular of information no. 2*, 1894.

² SCHARF, *History of Maryland*, I, pp. 350, 351.

education were passed, three of which had reference to the establishment or support of free schools. One of these was an act entitled, "An Act for the Imposition of Four Pence per Gallon on Liquors imported into this Province." In this way funds were to be raised "for building and repairing Court-Houses, Free-Schools, Bridewells, or such public Services." Another was an "Act for laying an Imposition on several Commodities exported out of this Province." The "imposition" was laid upon furs, beef, bacon, etc., "for the Maintenance of Free-Schools." The other was "A Supplicatory Act to their Sacred Majesties, for erecting of Free-Schools"³

The Supplicatory Act for free schools which was passed in 1694 was revised and amended in accordance with the instructions of the King, and re-enacted in 1696 as "A Petitionary ACT for Free-Schools." This act prayed for the establishment of a "Free School or Schools, or Place of Study of Latin, Greek, Writing and the like, consisting of one Master, one Usher, and one Writing-Master or Scribe, to a School, and One Hundred Scholars, more or less, according to the Ability of the said Free-School."⁴ A board of twenty trustees was appointed and directed to establish such a free school "in a certain Place of this Province, called *Ann-Arundel Town*," and to reserve the sum of £120 sterling per annum for the support of this school. As soon as a like sum was available for a similar purpose, a second free school was to be established at the town of Oxford, in Talbot county. In the same manner, as additional funds were provided, the trustees were directed to "proceed to Erecting other and more Free Schools in this Province, *that is to say*, in every County of this Province at present, one Free-School."

But one school, King William's at Annapolis, was established under the provisions of the act of 1696. This school was so poorly endowed that it was obliged in 1704 to petition the legislature for assistance. To provide an additional revenue, an export duty was placed upon various skins and furs for the maintenance of free schools, as follows: "for every Bear-Skin, Nine Pence Sterling: For Beaver, Four Pence per Skin:

³ BACON'S *Laws*, 1694, chs. XIX, XXII, XXXI.

⁴ *Id.*, 1696, ch. XVII.

For Otter, Three Pence per Skin: For Wild-Cats, Foxes, Minks, Fishers and Wolves Skins, One Penny Halfpenny per Skin: For Musk-Rat, Four Pence per Dozen: For Raccoons, Three Farthings per Skin: for Elk-Skins, Twelve Pence per Skin: For Deer-Skins dressed or undressed, Four Pence per Skin: For young Bear and Cub-Skins, Two Pence per Skin." This amount was doubled for all non-resident shippers not trading directly with England. To guard against fraudulent shipment a fine of five thousand pounds of tobacco was imposed upon any shipmaster detected in an attempt to evade the payment of this duty, and the property was to be confiscated. One-half of this fine and half of the property thus seized was to be appropriated to the support of the free schools of the province. Non-resident exporters were also required to pay an export tax of twelve pence per hundredweight for dried beef and bacon and twelve pence per barrel for pork and undried beef, which went to the free school fund.⁵

The prospect of a free school for each county was very poor. There was much agitation and frequent legislation, but very little real good resulting from it. Additional revenue was provided in 1717 by an increase of twenty shillings upon the duty imposed upon all Irish servants and negroes imported into the province,⁶ and in 1719 by appropriating for the use of county schools the estates of all persons dying intestate.⁷ In 1720, one-half of a duty of three pence per hogshead on all tobacco exported from the province was added to the free school fund. This act was repeated in 1721, in 1723, and in 1726.⁸

In 1723 a strange modification of the law of 1704 was made by repealing that part of the law relating to the duty on exported furs and skins, and substituting a duty on pork, pitch or tar imported from any other colony.⁹ These duties were to be appropriated "towards the maintaining a Free-School or Schools, within this Province," and one-half of the property confiscated for fraudulent importation was devoted "towards the Use of Public Schools in the several Counties." In the same year an act was

⁵ Bacon's *Laws*, 1704, ch. XXVII.

⁶ *Id.*, 1717, ch. X.

⁷ *Id.*, 1719, ch. XIV.

⁸ *Id.*, 1720, ch. XV.

⁹ *Id.*, 1723, ch. XI.

passed, entitled, "An ACT for the Encouragement of Learning, and erecting Schools in the several Counties within this Province." A board of seven "visitors" was appointed for each of the twelve counties, and all matters relating to the erection of buildings, the employment of masters, etc., was put into their hands. It was ordered that the funds already raised for the support of county schools be divided equally among the several counties. The visitors were authorized to proceed to the erection of "one school in each county within this province, at the most convenient place, as near the center of the county as may be, and as may be most convenient for the boarding of children, at the discretion of the visitors."¹⁰ The masters of these schools were required in 1728 to instruct gratis as many poor children as the visitors should order.¹¹ But little success attended this effort to establish a system of schools. It was found next to impossible to procure sober and respectable masters to place in charge of the schools,¹² and there was but little sympathy with the efforts of the established church to govern the educational affairs of the colony.¹³ Before the middle of the century the schools were regarded as of little account.¹⁴ The funds were not sufficient to enable them to continue their work, and in 1770, the consolidating of these funds was begun. Of the fifteen foundations for secondary schools, at least six went to institutions of the same grade, four to higher institutions, two were devoted to the support of the poor, and one was made to support an elementary school, as follows: The schools of Worcester and Somerset counties were merged in Eden School in 1770;¹⁵ through the union of the schools of St. Mary's, Charles, and Prince George counties in 1774, Charlotte Hall was founded;¹⁶ the Calvert county school property was sold for the benefit of Lower Marlboro Academy in 1778;¹⁷ the Kent County School was erected

¹⁰ *Id.*, 1723, ch. XIX.

¹¹ *Id.*, 1728, ch. VIII.

¹² SCHAF, *History of Maryland*, II, pp. 27, 28.

¹³ STEINER, *op. cit.*, pp. 37, 38.

¹⁴ *Id.*, p. 37.

¹⁵ *Laws of Maryland*, (Annapolis, 1787) 1770, ch. XII. (September–November session.)

¹⁶ *Id.*, 1774, ch. XIV. (March–April session.)

¹⁷ *Id.*, 1778, ch. XVI. (October–December session.)

into Washington College in 1782,¹⁸ and the funds of the Talbot County School were consolidated with those of the College in the same year;¹⁹ King William's School was merged in St. John's College in 1785;²⁰ the property of the schools of Cecil and Dorchester counties was given to the trustees of the poor in 1797²¹ and 1788²² respectively; the schools of Ann Arundel and Baltimore counties were continued for some time, the latter eventually being made a school for poor children; the Frederick County School became Frederick College in 1830;²³ while the history of the school of Queen Anne's county after 1780 is uncertain.

SOUTH CAROLINA

In the early years of the eighteenth century, various bequests were made for the founding of a free school in South Carolina, but there was no legislative action looking to the establishment of such a school prior to 1710. In that year an act was passed "for the Founding and Erecting of a Free School, for the use of the Inhabitants of South Carolina." Commissioners were appointed and were instructed to erect a free school "for the instruction of the youth of this Province in grammar and other arts and sciences and useful learning, and also in the principles of the christian religion."¹ This was followed two years later by an act passed June 7, 1712, entitled, "An ACT for the Encouragement of Learning." By the provisions of this act, a master was appointed for a grammar school in Charleston in which "the Greek and Latin languages" were to be taught. This master was instructed to choose one usher, "who is impowered and required to assist the master aforesaid in teaching the languages, reading, English, writing, arithmetick or other parts of the mathematicks as he is capable to teach."² The public receiver was directed to pay an annual sum of sixteen pounds for three years to the master of the parish of St. James, who had

¹⁸ *Id.*, 1782, ch. VIII. (April-June session.)

¹⁹ *Id.*, 1782, ch. XXX. (November-January session.)

²⁰ SOLLERS, *Secondary education in the state of Maryland*, in STEINER, *History of education in Maryland*, p. 42.

²¹ *Laws of Maryland*, 1787, ch. XVIII. (MAXCY's revision, 2, p. 49.)

²² *Id.*, 1788, ch. VI, p. 51.

²³ SOLLERS, *op. cit.*, pp. 39-68.

served the public with great satisfaction, but for whose maintenance no suitable provision had been made.

This act was repealed in the following December by the enactment of a more general school law. By the provisions of this law, the sum of one hundred pounds annually was appropriated for the support of a master for the grammar school of Charleston. And in case the number of pupils in attendance was so large that an usher was needed, it was provided that an amount not to exceed fifty pounds per annum from the public treasury should be allowed for his support. In recognition of such aid, it was provided that the master should instruct without fees any number of scholars not to exceed twelve, to be appointed by the school commissioners. To encourage private donations to this school, any person contributing the sum of twenty pounds current money was permitted to nominate any one person to be taught free for a period of five years, or as many persons as the number of such amounts granted, provided, the whole number of scholars so to be instructed without fees did not exceed twenty. It was provided "as a further and more general encouragement for the instructing of the youth of this province in useful and necessary learning" that each master settled in any other parish and approved by the vestry of such parish, should receive an annual sum of ten pounds from the public treasury. Each parish erecting a school building was permitted to draw upon the public treasury to the extent of twelve pounds for the building of the same.³

The master of the free school of the town of Dorchester was authorized in 1756 to receive out of the public treasury fifty pounds proclamation money, or the value thereof in current money of the province, out of the church fund in the colonial treasury, in addition to the use of the school lands and buildings. For this he was required to instruct gratis ten poor children, and as many more as the commissioners might determine from time to time according to the salaries received by the instructors in the school.⁴

¹ *Statutes*, II, p. 342.

² *Id.*, II, pp. 376-378. One-half of a leaf of the original act is torn off.

³ *Id.*, pp. 389-396.

⁴ *Id.*, IV, pp. 23-24.

OTHER COLONIES

In the colonies where matters of church and state were entirely divorced, public education was much neglected. At this time the school was largely dependent upon the church for its existence, and where the clergy were in civil power provisions for education were made matters of public concern. This was especially true of Massachusetts, of Connecticut, and of Maryland. Various influences, such as the spirit of adventure, the constant shifting of the settlers, the difficulties incident to new territory, the almost constant warfare and civil discord, and in some places, the nature of the settlements on the plantations, made public free schools almost impossible.

In *Rhode Island*, the town of Newport in 1649, and the proprietors of Providence in 1663, sought to encourage public education by appropriating small tracts of land for the use of schools.¹

In *Pennsylvania*, among the grants of land made by William Penn was one of five thousand acres to Christopher Taylor, "a man of great learning, well versed in the ancient languages, and a minister among Friends," who was at that time engaged in teaching in England.² He soon afterwards came to Pennsylvania, and subsequently set up a school on "Tinicum, *alias* College Island." This is said to have been "without doubt the first school of high grade in Pennsylvania."³

CHAPTER II

THE ACADEMY PERIOD

American schools are an expression of social and industrial conditions in American life. Society during the colonial period was composed of two nearly distinct classes, namely, the higher or professional class, to whom was entrusted the management of civic and religious affairs, and the lower class, who were

¹ TOLMAN, *History of higher education in Rhode Island*, p. 25. *United States bureau of education, Cir. of Inf.* no. 1, 1894.

² WICKERSHAM, *A history of education in Pennsylvania*, p. 81.

³ *Id.*, p. 463.

generally represented by a great body of common people. Such social conditions would require two main classes of schools. The elementary schools with their limited allowance of the "three R's" were sufficient to meet the needs of the common people, while the colleges were indispensable to the preparation of able leaders who should fill the places occupied by the men trained in the English schools when they had passed away. The intermediate school had no place in and for itself, but was a necessary means of preparation for the higher schools, and was regarded as such. No particular value was attached to the instruction offered in the classical grammar schools except as a necessary preparation for the studies of the colleges. Their hold upon the communities in which they were established was necessarily precarious. Where the schools were not liberally endowed or their support provided for from sources other than tuition fees or public taxation, their maintenance was at all times doubtful. Frequent legislation was necessary in Massachusetts and Connecticut in order to compel the towns to support these schools; and the increase of the penalty for neglect failed to make the towns comply with the law requiring their maintenance.

The movement toward democracy was accelerated during the Revolutionary period, and finally resulted in the rise of the middle class in American society. "The rise of the academies is closely connected with the rise of this middle class." Education was coming to be regarded as having value for other than utilitarian ends. The academies superseded the colonial grammar schools because they represented new ideas in American life. Advanced courses of English studies were offered without regard to preparation for collegiate instruction, while college-preparatory courses were provided for those intending to continue their studies in the higher institutions. Like the Latin grammar school, the academy was not without English precedent, although it was one of the most distinctly American of the educational institutions thus far established in this country.

There was no attempt made at uniformity in the grade of instruction offered in the several academies. In the absence of any adequate system of common schools in several of the

states, some of the academies became mere elementary schools, while others continued as preparatory schools for the colleges and universities. In many states they became the recognized agencies for the preparation of teachers for the common schools. Their service in this respect was particularly recognized in New York, Pennsylvania, and Wisconsin. Not only were they thus the forerunners of the normal schools, but they were also connected with the movement for the establishment of female seminaries and the provision for higher education of women. The period of the academies may be regarded as extending from the Revolutionary war to the close of the Civil war. These institutions were founded by private initiative or were ecclesiastical undertakings, prompted by religious enthusiasm. They relieved the impoverished communities of the necessity of maintaining at public expense schools of an intermediate character. Recognizing their service in the promotion of learning, the newly-formed states with but little else to give, at first gave liberally of their lands for the support of these schools, and when better able, some of them made liberal appropriations of money also.

MASSACHUSETTS

By frequent modifications of the school law of Massachusetts, the high standard of education under public control provided by the law of 1647 was gradually lowered. The law requiring towns of one hundred families to support a grammar school was changed in 1683 by an additional requirement of two such schools in every town of more than five hundred families.¹ This was changed in 1789 to a requirement of such a school in towns of two hundred families,² and in 1824, in towns of five thousand inhabitants,³ and in 1827 in towns of five hundred families.⁴ These later modifications were due in a large measure to the upgrowth of academies, which aimed to furnish such secondary instruction as would meet the popular demand of the day.

¹ *Records of Massachusetts*, V, pp. 414-415.

² *Laws of Massachusetts*, 1789, ch. XIX.

³ *Id.*, 1824, ch. CXI.

⁴ *Id.*, 1827, ch. CXLIII.

In 1797, a general policy with reference to the granting of state aid to the academies in the form of public lands was adopted. At this time, a committee of both houses, to whom the petitions of several academies for grants of public lands and the subject of academies at large was referred, reported that fifteen academies had been incorporated by the General Court, and that seven of these had been endowed with liberal grants of public lands.⁵ The policy of the state with regard to the encouragement of academies by such grants is declared in the following passage from the report of the committee:

On a general view of this subject, the committee are of opinion that the system hitherto pursued, of endowing academies with state lands, ought to be continued, but with several material alterations: first, that no academy (at least not already erected) ought to be encouraged by government unless it have a neighborhood to support it of at least thirty or forty thousand inhabitants, not accommodated in any manner by any other academies, by any college or school answering the purpose of an academy; secondly, that every such portion of the Commonwealth ought to be considered as equally entitled to grants of state lands to these institutions, in aid of private donations; and thirdly, that no state lands ought to be granted to any academy but in aid of permanent funds, secured by towns and individual donors; and therefore, previous to any such grant of state lands, evidence ought to be produced that such funds are legally secured, at least adequate to erect and repair the necessary buildings, to support the corporation, to procure and preserve such apparatus and books as may be necessary, and to pay a part of the salaries of the preceptors.⁶

The report showed that with the addition of four or five academies, "in those parts of the Commonwealth where they may be most wanted," there would be one such school to every twenty-five thousand inhabitants, which was considered sufficient to meet the demand for that grade of instruction. The distribution of these schools, as nearly as might be, so as to accommodate the various districts of the state, shows that they were regarded, to a considerable extent, as part of an organized system of public instruction.

Of the seven endowed academies, six had received one town-

⁵ Fryeburg (1792), 15,000 acres; Berwick (1791), Hallowell (1791), Washington Academy at East Machias (1792), Marblehead (1792), Bristol Academy at Taunton (1792), and Leicester (1784), one township of land each. The first four were in Maine.

⁶ WALTON, *Report on academies*, in *Fortieth annual report of the board of education, Massachusetts*, pp. 207-208. *Am. Journ. Ed.*, XXX, pp. 58-59.

ship of land each. With reference to the endowment of other academies, the committee reported as follows:

To extend this plan of a township to each academy of those academies already allowed, and to those which from local circumstances may be justly claimed, would require the grants of twelve or thirteen townships more. The committee thinks this number too large, and therefore proposes half a township of six miles square, of the unappropriated lands in the district of Maine, to be granted to each academy having secured to it the private funds of towns and individual donors before described, to be laid out or assigned (with the usual reservations) by the committee for the sale of eastern lands.

Of the eight academies that had been incorporated and had not been endowed by the state, four had received a sufficient endowment from towns and individuals to be entitled to a grant of one-half township of land, and the four remaining academies were given three years in which to procure an endowment of three thousand dollars each, which would entitle them to a grant of public lands. That the policy thus outlined was carried out may be seen from the grants made to some of the academies established in accordance with the conditions of the above report.⁷

So rapid was the increase in the number of these schools that by 1840 one hundred and twelve acts of incorporation had been passed for the establishment of academies in eighty-eight towns.⁸ Several of the proposed schools were never established and many others did not long continue in operation.⁹ About twenty of the academies located within the state received grants of public lands.

MAINE

The educational system of Massachusetts extended to the province of Maine prior to its organization as a separate state, in

⁷ One-half township was granted to Milton Academy in 1798. (*Laws and resolves*, 1798, ch. XLVI.)

⁸ MARTIN, *Evolution of the public school system of Massachusetts*, p. 121.

⁹ Eighty-four "academies and public schools" are enumerated by EDWARDS in the report on *Education and literary institutions*, in *American quarterly register*, V, pp. 288-291, (1833). Twenty-two schools are referred to as having received a township of public land each. The size of the grant is evidently incorrect, as is also the case in the report of WALTON, *op. cit.*, where some of the schools are mentioned as having received one-half township each, which are reported by the committee in 1797 as having received a township. The number of incorporated academies in operation at that time is given as seventy-three in the *Abstract of Massachusetts school returns* for 1838-39, p. 341.

1820. By the articles of separation, the policy adopted by the parent state of reserving for educational and religious purposes a portion of each township of land transferred from public control, was made applicable to all grants and sales of land made by Massachusetts and Maine.¹ At the time of the admission of Maine into the union, twenty-five academies had been incorporated within her borders,² and had received as an endowment 253,980 acres of wild lands.³

The constitution of 1820 made it the duty of the legislature to promote the further establishment of such schools and to encourage them by such endowments as the circumstances of the people of the state would admit. The following article is worthy of note as containing the principles that have guided in subsequent legislation in matters relating to secondary schools:

A general diffusion of the advantages of education being essential to the promotion of the rights and liberties of the people; to promote this important object, the Legislature are authorized, and it shall be their duty to require, the several towns to make suitable provision, at their own expense, for the support and maintenance of public schools; and it shall further be their duty to encourage and suitably endow, from time to time, as the circumstances of the people may authorize, all academies, colleges and seminaries of learning within the State: *Provided*, That no donation, grant or endowment shall at any time be made by the Legislature, to any Literary Institution now established, or which may hereafter be established, unless, at the time of making such endowment, the Legislature of the State shall have the right to grant any further powers to, alter, limit or restrain any of the powers vested in, any such literary institution, as shall be judged necessary to promote the best interests thereof.⁴

That the policy thus proposed was carried out is very evident from the fact that between 1820 and 1851 forty-four academies

¹ See page 58. This policy was continued in Maine down to 1828, when the state began to reserve 1,000 acres in each township, "to be appropriated to such public uses, for the exclusive benefit of such town, as the Legislature may hereafter direct." (*Laws of Maine*, 1828, ch. CCCXCIII, sec. 4.)

² EDWARDS, *Education and literary institutions*, in *American quarterly register*, V, pp. 275-277.

STETSON, *A study of the history of education in Maine and the evolution of our present school system*, p. 83. This study is published in the *Maine school report*, 1901.

³ *Id.*, p. 83.

⁴ *Maine Constitution*, Art. VIII. The legislatures of recent years have frequently imposed various conditions upon the state-aided schools. See discussion of aid to the high schools of Maine, chapter III of this publication.

were chartered, receiving from the state 332,980 acres of land and \$20,000 in money for their support. The state grants had reached \$230,000 in 1876, and the number of academies had increased to nearly one hundred.⁵ Of the many states that made so favorable a beginning in the matter of promoting secondary instruction in private academies by extending state aid for their support, only three states, Maine, New York, and Maryland, have continued this policy down to the present time, 1903.

NEW YORK

After the withdrawal of the colonial subsidy to the Latin school in the city of New York in 1738,¹ such secondary schools as existed in the colony down to the close of the Revolutionary war, except the grammar school of King's College (1763), must have been conducted as private enterprises, without support from public funds. But after the turbulent wars of the second half of the eighteenth century had passed, and private academies had begun to be established in the state, immediate steps were taken for their encouragement, and liberal grants of public lands and appropriations of public funds were made for their support.

The University of the State of New York was established in 1784, and in its organization was made to include all secondary schools in the state, whether public or private.² Numerous academies were founded about this time, and in the absence of any adequate system of public schools, these institutions furnished much of the elementary as well as secondary instruction in the state. In a committee report to the regents, in 1787, it was urged that the disadvantages under which these schools were placed by reason of their dependence upon private benevolence ought to be removed.³ Steps were accordingly taken for providing a subsidy from the state, but not without proper precaution against the unwise expenditure of public funds.

⁵ STETSON, *op. cit.*, pp. 83-86. *Am. Journ. Ed.*, XXIV, p. 259 foot-note. Four academies were granted half a township of land each between 1820 and 1828.

¹ See page 65.

² *Laws of tenth session (folio)*, LXXXII. *Laws of seventh session*, ch. LI. The several acts relating to the establishment of the University of the State of New York are given in HOUGH's *Historical and statistical record*, pp. 42-62.

³ Quoted by BUTLER, in HOUGH's *Historical and statistical record*, p. 27.

Each academy chartered by the regents was obliged to furnish satisfactory evidence of a sufficient endowment to provide a suitable building and to meet a part of the current expenses of the school, and to have a sufficiently large community dependent upon it for educational advantages without encroaching upon the territory of a previously incorporated institution.⁴

To provide a revenue for the support of schools and for the propagation of the gospel, a system of land reservations was instituted. In May, 1784, a Board of Commissioners of the Land Office was created and directed to lay out all unappropriated lands into townships six miles square, in each of which a lot of three hundred acres was to be reserved for the use of a minister of the gospel, and another of six hundred and ninety acres "for a school or schools." A second act was passed in May, 1786, "for the speedy Sale of the unappropriated Lands" within this State. This provided for the laying out of all unappropriated lands into townships ten miles square, in each of which one lot of six hundred and forty acres was to be marked "*Gospel and Schools*," and another of the same size "*for promoting Literature*."⁵ Ten towns in the northern part of the state were set apart, without reservations, for educational purposes. The sections reserved for the gospel and schools became the basis of the common school fund of the state, while those set apart for the promotion of literature were reserved, to be applied as the legislature might direct, for the encouragement of learning throughout the state. From this reservation, grants of land were made to the early academies, and from the sales of a portion of the land thus reserved,⁶ the Literature Fund for the encouragement of secondary schools was founded in 1813.

As early as 1790, the legislature authorized the regents to lease out certain state lands and to apply the revenues to the aid of the colleges and academies.⁷ In April, 1792, the legislature appropriated the sum of fifteen hundred pounds annually for a period of five years, for the purpose of encouraging the

⁴ HOGAN, *op. cit.*, pp. 409-411.

⁵ *Laws of ninth session*, ch. LXVII, p. 330.

⁶ HOGAN, *op. cit.*, p. 84.

⁷ *Laws of 1790*, ch. 38. *Greenleaf*, II, 316.

academies.⁸ This sum was to be distributed by the regents "in such proportions, and to be appropriated in such manner as they shall judge most beneficial, for the several academies, and most advantageous to literature."⁹ It was apportioned to ten academies in the following year, in amounts ranging from \$215 to \$515, according to the needs of the several schools, and to twelve academies in 1794.¹⁰ Beginning with Johnstown Academy in 1796, literature lots were granted from year to year to various academies.¹¹ In 1801, an act was passed, entitled, "An Act for the promotion of literature," in which provision was made for four successive lotteries of \$25,000 each. Of this sum, \$12,500 was to be paid to the regents to be distributed among the academies.¹²

To provide a permanent fund for the support of the academies, the Commissioners of the Land Office were directed in 1813 to sell military and other lands, and to invest the proceeds as a fund, whose income the regents were authorized to apportion to the academies in such manner "as in their judgment shall be just and equitable."¹³ A general regulation was made in 1817 that the distribution of the income of this fund should be made upon the basis of the number of students pursuing the branches of study preparatory to admission to "well-regulated colleges."¹⁴ This fund was increased in 1819 by an addition of \$26,690 out of arrears of quit-rents.¹⁵ In 1827, an act was passed, entitled, "AN ACT to provide permanent funds for the annual appropriation of Common Schools, to increase the Literature Fund, and to Promote the Education of Teachers." By this act securities to the amount of \$150,000 then belonging to the Canal Fund were conveyed to the state, in payment of so much canal stock

⁸ This annual appropriation amounted to \$3,750.

⁹ *Laws of New York, fifteenth session*, ch. LXIX, sec. 2.

¹⁰ HUGH, *op. cit.*, ch. XX. A summary of the appropriations made to the academies by the regents upon the basis of attendance from 1793 to 1813 is given in this chapter.

¹¹ *Laws*, 1800, ch. 112; 1813, ch. 119; 1814, ch. 71, 200; 1822, ch. 10; 1825, ch. 266; 1826, ch. 308, etc.

¹² *Laws*, 1801, ch. 53, (HUGH).

¹³ *Laws*, 1813, ch. 187.

¹⁴ BUTLER, in HUGH'S *Historical and statistical record*, p. 31.

¹⁵ *Laws*, 1819, ch. 222, sec. 31.

owned by the state. This amount was added to the Literature Fund, to be used as follows:

. . .and the income thereof shall be subject to the control of the regents of the university, upon condition or in addition to any other condition the regents may prescribe, that the said regents shall annually distribute the whole income arising from the fund now under their control, as well as that hereby added, among the incorporated academies and seminaries of this state, other than colleges, which are subject to the visitation of the said regents, or which shall, within one year, by a valid corporate act, place themselves under the visitation and control of the said regents, to the same extent as the academies incorporated by them, which distribution shall be made in proportion to the number of pupils instructed in each academy or seminary, for six months during the preceding year, who shall have pursued classical studies, or the higher branches of English education, or both; and that no pupil shall be deemed to have pursued classical studies, unless he shall have advanced as far at least as to have read the first book of the *Æneid* of Virgil in latin; and no student shall be deemed to have pursued the higher branches of an English education, unless he shall have advanced beyond such knowledge of common, vulgar and decimal arithmetic, and such proficiency in English grammar and geography, as are usually obtained in common schools.¹⁶

To enable the regents to make such distribution, they were empowered to require annual returns, to be made on oath of the principal instructor in any academy or seminary or of one of the trustees thereof, in such form as the regents might prescribe, containing the names and ages of all pupils instructed, and the time each pupil was in attendance and the progress made in the various studies.¹⁷ Meanwhile the number of academies had been rapidly increasing. Nineteen such institutions had been incorporated by 1800, and forty-eight additional charters were granted in the next twenty years; but not all of the schools were able to comply with the requirements, so that only thirty academies reported for and received a share of the Literature Fund in 1820. In the next ten years, forty additional charters were granted to academies by the legislature, in most of which no conditions were imposed upon the institutions.¹⁸

The Revised Statutes which went into effect in 1830 provided that the distribution of the income of the Literature Fund should

¹⁶ *Laws*, 1827, ch. 228, sec. 3.

¹⁷ *Id.*, sec. 4.

¹⁸ BUTLER, in HOGAN'S *Historical and statistical record*, pp. 27-28.

be made in equal amounts to the eight senatorial districts,¹⁹ and to the schools within the districts upon the basis provided in the act of 1827. This method of distribution by which each senatorial district received the same amount regardless of the number of schools, although plainly unjust, was continued until the adoption of the Constitution of 1847, when a return was made to the former method of distributing the annual subsidy to the schools of the state upon the basis of the number of students in each who were pursuing classical or advanced English studies.²⁰

Special grants for the purchase of books, maps and globes, and philosophical apparatus, had been made from the very origin of the academy system, but it was not until 1834 that the legal provision was made for a regular apportionment to the schools for this purpose. In that year it was provided that \$12,000 of the revenue of the Literature Fund should be annually distributed by the regents to the academies and schools, "which moneys shall be exclusively appropriated and expended by the trustees of such academies and schools respectively, towards paying the salaries of tutors."²¹ Out of the income in excess of that amount, a sum not to exceed \$250 was to be apportioned to each academy for the purchase of supplies, as follows:

Any portion of the excess of the literature fund over the sum of twelve thousand dollars, may, in the discretion of the regents, be assigned to any academy or school subject to their visitation, and subject to such rules and regulations as they may prescribe, for the purchase of text books, maps and globes, or philosophical or chemical apparatus; such sum shall not exceed two hundred and fifty dollars in any one year. But no part of the said excess shall be actually paid over, unless the trustees of the academy or school to which it is to be appropriated shall raise and apply an equal sum of money to the same object.²²

The academies had for many years been regarded as the natural agency for the preparation of teachers for the common schools of the state.²³ Mention was made in the act of 1827 of a purpose "to promote the education of Teachers," and the provision that

¹⁹ *Revised statutes*, ch. 15, art. I, title 1, sec. 23.

²⁰ *Laws*, 1847, ch. 258.

²¹ *Laws*, 1834, ch. 140, sec. 1.

²² *Id.*, sec. 2.

²³ *Regents' report*, 1832.

pupils pursuing the higher English studies should be counted in the number of students qualified to draw public funds was made to encourage the attendance of students preparing to teach, and to induce academies to provide suitable courses of study for such pupils. But it was not until 1834 that a distinct appropriation was made for this purpose.²⁴ A surplus of the revenue of the Literature Fund, (after distributing \$12,000 to the academies), amounting to \$10,040.76 was available for this purpose. Of this sum, \$500 was appropriated for the establishment of a department for the preparation of teachers in an academy in each of the senatorial districts, and the remainder of the annual income was apportioned in equal shares to these schools for the maintenance of such departments.²⁵ With the increase of funds after the addition of a portion of the annual income of the United States deposit of 1836, the number of schools authorized to establish and maintain teachers' classes was doubled, and numerous other applications were made for like recognition.²⁶

In the distribution of the surplus in the national treasury, in 1836, New York received as her share \$4,014,520.71, and was one of the eight states to apply this fund solely to education.²⁷ By an act entitled, "AN ACT to appropriate the income of the United States deposit fund to the purposes of education and the diffusion of knowledge," passed April 17, 1838, the sum of \$28,000 of the income of this fund was annually paid over to the the Literature Fund, which together with the annual sum of \$12,000 from the income of that fund, was distributed to the academies in the several senatorial districts.²⁸ Each academy receiving a share of public money equal to \$700 per annum was required to establish and maintain in such academy a department for the instruction of common school teachers, as a condition of receiving its share of the state subsidy.²⁹

²⁴ *Laws*, 1834, ch. 241.

²⁵ Hoven, *op. cit.*, pp. 538-539.

²⁶ *Id.*, p. 548.

²⁷ Alabama, Delaware, Kentucky, Missouri, New York, Ohio, Rhode Island, and Vermont applied the whole of the amount received to education, while Connecticut, Georgia, Illinois, Indiana, Maryland, North Carolina, and South Carolina applied a part of the amount to this object.

²⁸ *Laws*, 1838, ch. 237.

²⁹ *Id.*, sec. 9.

The course of study for these departments was made to cover two terms of four months each, for three years;³⁰ and in 1841, it was provided that no male pupil under eighteen years of age, nor any female under sixteen, be admitted into these departments, and all candidates were required to practice teaching in the presence and under the direction of the preceptor of the school, and to make a written agreement to teach for a period of one year after leaving the department.³¹ With the establishment of the normal school at Albany, in 1844, the portion of the income of the Literature Fund which had been appropriated to the support of departments for the instruction of teachers for the common schools was for a time diverted to the support of that institution.³² A general demand was made for the return of state aid to the academies for the support of these departments, and in 1849, an act was passed authorizing the regents to pay the sum of \$250 annually, for two years, to one or more academies in each county of the state, as the regents might designate, provided such instruction was given for four months in each of the years specified to a class of at least twenty; but no county was permitted to receive more than \$250 for this purpose in one year.³³ Forty-two academies gave instruction to such classes in 1850, but only seventeen had met the requirements. The Literature Committee of the Senate, to whom the matter of granting relief to the schools that had failed to meet the conditions set down by the law had been referred, granted to each such school its proportionate share, amounting to twelve and one-half dollars per pupil.³⁴ This sum was made the regular amount each academy was entitled to receive for teachers' classes in 1851.³⁵ In the following year, this sum was reduced to ten dollars per pupil,³⁶ and in 1853 the total annual appropriation for this purpose was fixed at \$18,000.³⁷

The number of pupils to be instructed in these classes was limited to twenty-five, and soon afterwards to twenty.³⁸ The annual

³⁰ *Regents' report*, 1835, pp. 113-118.

³¹ Hough, *op. cit.*, p. 549.

³² *Id.*, p. 555.

³³ *Id.*, p. 556.

³⁴ *Id.*, pp. 557, 558.

³⁵ *Laws*, 1851, chap. 536.

³⁶ *Laws*, 1852, ch. 235.

³⁷ *Laws*, 1853, ch. 402.

³⁸ Hough, *op. cit.*, ch. XXVI.

appropriation for supplies was fixed at \$3,000 in 1851.³⁹ The annual expenditures of the state for this purpose have ranged from a little less than twelve hundred dollars to nearly six thousand dollars, with no uniformity in the amounts granted, as these have depended entirely upon the amount raised by the several schools.⁴⁰ But the amount apportioned was frequently in excess of the \$3,000. As this amount was not sufficient to allow each school to share annually in its distribution, no school was permitted to receive more than \$150 in any one year for supplies, and such grants were restricted to alternate years. In 1860, the Literature Fund amounted to \$269,959. At the time of the establishment of academical departments in the union schools in 1864, there was annually apportioned to the academies \$12,000 of the income of the Literature Fund, \$28,000 of the income of the United States deposit of 1836, together with \$3,000 out of the same fund for the purchase of supplies, and \$18,000 for the support of teachers' classes, or a total of \$61,000. A further summary of apportionments will be given under the discussion of the present system of aid to the secondary schools of New York.⁴¹

PENNSYLVANIA

The provisional constitution of Pennsylvania, framed in 1776, required the legislature of the state to establish in each county a school or schools "for the convenient instruction of youth, with such salaries to the masters, paid by the public, as may enable them to instruct youth at low prices," and to encourage and promote all useful learning "in one or more universities."¹ After much delay and many proposed changes, the educational provisions of the constitution of 1790 were agreed to as follows:

Section 1. The legislature shall, as soon as conveniently may be, provide by law for the establishment of schools throughout the State, in such manner that the poor may be taught *gratis*.

Section 2. The arts and sciences shall be promoted in one or more seminaries of learning.²

³⁹ *Laws*, 1851, ch. 536.

⁴⁰ HORT, *op. cit.*, p. 518.

⁴¹ See chapter III.

¹ *Constitution* of 1776, art. XLIV. HORT, *Constitutional provisions*.

² *Constitution* of 1790, art. VII.

These provisions were retained in the constitution as amended in 1838, and continued as the only constitutional provisions relating to education up to the amendment of the constitution in 1873.

The type of school provided for in the constitutions of 1776 and 1790 had as its model the Friends' Public School in Philadelphia,³ and an effort was made to encourage the establishment of advanced schools of this character in each county in the state. Between 1783 and the adoption of the constitution of 1790, seven secondary schools of this type had been chartered, six of which received grants of public lands ranging from five thousand to ten thousand acres each. Eleven colleges and sixty-one academies or "public schools" of a secondary grade were incorporated between the close of the Revolutionary war and the establishment of a system of free public schools in 1834. Nine of the eleven colleges and all but four of the academies received grant of public lands or money, or both, and were required in return to furnish free instruction to a specified number of indigent children, generally from three to ten in each school.⁴ The first grant of money was made in 1797, when a grant of \$3,000 was made to Washington Academy. This was followed the next year by a grant to \$5,000 to Pittsburgh Academy and \$4,000 to the Academy and Free School of Bucks County. Later grants varied from a few hundred dollars to several thousand dollars each, but the usual grant was \$2,000 to each institution of secondary grade.

The attempt to maintain a prosperous system of secondary schools and colleges without the necessary foundation of an adequate system of elementary schools soon proved a failure. More than a hundred thousand dollars, besides about forty thousand acres of land, had been granted to the academies before 1821. At that time, Governor Findlay called the attention of the state to the very meagre returns from this investment. During the agitation accompanying the effort to establish a state system of

³ WICKERSHAM, *A history of education in Pennsylvania*, p. 381-382.

⁴ *Id.*, pp. 377-380. A table of the schools, the date of incorporation, the amount received by each from the state, and the number of poor children each was required to instruct free is given on pp. 397-398 of WICKERSHAM's *History*.

common schools, the condition and efficiency of the academies was repeatedly brought to the attention of the public. By the endowment of these institutions, with the provision that a number of poor children be instructed free, many regarded the constitutional provisions as having been fully complied with, while others held that the invidious distinction between the citizens of a state that required some to be publicly regarded as paupers in order to be qualified to receive the benefits of free education was inimical to the commonwealth. It was found that of the forty-four or forty-five academies nominally in existence nearly all had fallen to the grade of common schools, and but few were fit schools for the preparation of teachers for the elementary schools.⁵

In a communication to the constitutional convention, in 1837, Dr. Burrowes, Secretary of the Commonwealth, makes the following estimate of the amount of aid granted to the academies and the general result of the effort to maintain such a system of schools at this time:

Academies in forty-five counties have from time to time received aid from the State, sometimes in money, generally in the proportion of two thousand dollars to each county, amounting to one hundred and six thousand nine hundred dollars, and sometimes in land whose value it is difficult to estimate, but supposed to be worth at least one hundred and thirty-five thousand dollars, making a gross amount of aid to Academies of two hundred and forty-one thousand dollars. It is believed that no grants have ever been made by the State with less general good effect than those to Academies. It seems to have been intended to endow one strong institution of this kind in each county, as a kind of radiating point in the county system of education; but the project has proved nearly a total failure.⁶

An act to establish a general system of education by common schools was approved on the first of April, 1834,⁷ was modified the following year, and further modified three years later by the passage of an act to consolidate and amend the two previous acts.⁸ Provision was made at this time for systematic aid to the colleges, academies, and female seminaries. The colleges and academies had failed for want of proper elementary schools; now that a system of elementary schools had been provided, the

⁵ Extract from reports cited by WICKERSHAM.

⁶ *Id.*, p. 384.

⁷ *Laws of Pennsylvania*, 1834, no. 102.

⁸ *Id.*, 1837-38, no. 57.

institutions of secondary and higher education were to be given another trial with an annual subsidy from the state:

To encourage the Arts and Sciences, promote the teaching of useful knowledge, and support the Colleges, Academies and Female Seminaries within this commonwealth, there hereby is appropriated and shall annually be paid to the said Colleges, Academies and Female Seminaries, in equal quarterly payments, the sums following to wit: to each University and College now incorporated, or which may be incorporated by the legislature, and maintaining at least four professors, and instructing constantly at least one hundred students, one thousand dollars; to each Academy and Female Seminary, now incorporated, or which may be incorporated by the legislature, maintaining one or more teachers, capable of giving instruction in the Greek and Roman classics, mathematics, and English, or English and German literature, and in which at least fifteen pupils shall constantly be taught in either or all of the branches aforesaid, three hundred dollars; to each of said Academies and Female Seminaries, where at least twenty-five pupils are taught as aforesaid, four hundred dollars; and each of said Academies and Female Seminaries, having at least two teachers, and in which forty or more pupils are constantly taught as aforesaid, five hundred dollars; but no Academy in any city or county of the state where a University or College is established, and receiving the appropriation made by this act, shall be entitled to receive the appropriation made by this act for the benefit of Academies; this section to continue in force for ten years and no longer.⁹

The impetus given to secondary schools by the passage of this act resulted in the incorporation of ten academies and twenty-seven female seminaries within a year of its passage, and of ten more academies and eight seminaries in the following year. Alarmed at the rapid increase of these schools, the legislature was forced to declare that newly chartered institutions should not be entitled to this bounty from the state. In 1842, nine colleges, sixty-five academies, and forty-one seminaries were aided under the provisions of the act of 1838. The yearly amounts rose from an aggregate of \$7,990 in 1838 to \$38,993.70 in 1839, and to \$48,298.31 in 1843.¹⁰ At this time the state was pressed for funds for public improvements and the appropriation was cut to one-half (\$23,500) for the following year, and discontinued thereafter.¹¹

⁹ *Id.*, sec. 4.

¹⁰ WICKERSHAM, *op. cit.*, p. 387.

¹¹ *Laws of Pennsylvania*, 1843, no. 176.

During the six years when the full appropriation was made, the colleges received an aggregate of \$46,615.50, the academies received \$114,091.76, and the female seminaries \$53,080.09.¹² Commenting upon the effect of withdrawing the state subsidy at this time, Wickersham says: "This was a sad blow to the new institutions. Many of them, prematurely established and never strong, soon began to decline, and within a few years a large number of them had ceased to exist. Ruins only in most cases are left to tell the story. The experiment of building up a system of higher education again failed, not this time so much on account of the want of a sufficient number of pupils properly prepared, as on account of the injudicious application of the State's bounty, and its withdrawal just at the time it was most needed. A general appropriation in behalf of higher education has never in more recent years met with legislative favor."¹³

MARYLAND

The establishment of Washington College in 1782 was the beginning of a provision for higher education in Maryland.¹ Two years later, an annual donation of £1,250 was granted to the support of this institution.² In 1784, St. John's College on the western shore was incorporated, and together with Washington College was made to constitute the University of Maryland.³ An annual grant of £1,750 was made for the support of St. John's College.⁴ Although both of these grants were pledged to be forever continued, an opposite policy soon became dominant. In 1798, an act was passed entitled, "An ACT for the promotion of literature in this State," which was the beginning of a movement to foster the establishment of secondary schools and to aid in their support. The motive of such action may be gathered from the brief preface to the act:

WHEREAS the establishment and promotion of literary institutions for the liberal education of youth, under proper regulations, in dif

¹² WICKERSHAM, *op. cit.*, p. 387.

¹³ *Id.*, p. 388.

¹ *Laws of Maryland* (Maxcy's revision), 1782, chs. VIII, XXX.

² *Id.*, 1784, ch. VII.

³ *Id.*, 1784, ch. XXXVII; 1785, chs. II, V.

⁴ *Id.*, 1784, ch. XXXVII.

ferent parts of this state, would have beneficial effects in training up and continuing a succession of able and virtuous characters for discharging the various offices and duties of public and private life;

II. BE IT ENACTED, *by the General Assembly of Maryland*, That the sum of five hundred pounds, part of the sum heretofore appropriated to Washington College, shall be and the same is hereby discontinued, after the first day of May next.⁵

This amount, withdrawn from the annual appropriation for the support of Washington College, was apportioned as follows: Eight hundred dollars each to Washington Academy, Charlotte Hall, and Frederick County School, and a like amount each to two academies to be established, the one in Talbot and the other in Baltimore or Harford County.⁶

In 1805, the remainder of the annual donation to Washington College, amounting to £750, and the appropriation to St. John's College, amounting to £1,750, was ordered discontinued, "and the said sums respectively shall be and remain in the treasury, subject to the appropriation of the legislature to literary purposes, and for disseminating learning in the several counties of this state, and not to other or different purposes."⁷

Several additional academies were soon established by private effort in the various parts of the state, which together with the above named academies constituted a system of secondary schools, distributed through the several counties. In 1811, the legislature sought to encourage these schools by distributing to them the sums withdrawn from the colleges in 1805, as follows: To St. John's College, \$1,000 annually;⁸ to Hillsborough School,⁹ Caroline county, and to the visitors of the school of Cambridge,¹⁰ Dorchester county, if a school were completed before the following October, \$500 each; to West Nottingham Academy,¹¹ Cecil county, and to Alleghany County School,¹² \$300 each; to Hagerstown Academy,¹³ Washington county, to Centerville Academy,¹⁴ Queen

⁵ *Id.*, 1798, ch. CVII.

⁶ *Id.*, 1798, ch. CVII.

⁷ *Laws*, 1805, ch. LXXXV.

⁸ *Id.*, 1811, *resolution no.* 38.

⁹ *Id.*, *res. no.* 39.

¹⁰ *Id.*, *res. no.* 45.

¹¹ *Id.*, *res. no.* 43.

¹² *Id.*, *res. no.* 50.

¹³ *Id.*, *res. no.* 46.

¹⁴ *Id.*, *res. no.* 50.

Anne county, to Rockville Academy,¹⁵ Montgomery county, and to Washington College,¹⁶ \$800 each. By this distribution the colleges were made to serve as secondary schools for their respective sections of the state. The annual apportionment to West Nottingham Academy was increased to \$500 in the same year;¹⁷ and an additional donation of \$1,200 was made to Charlotte Hall in 1817.¹⁸ Although an annual donation of \$800 had been made for an academy for Harford or Baltimore county in 1798, no provision was made for the establishment of such a school. In 1820, the \$800 originally designed for Baltimore county was granted in equal shares to Garrison Forest and Franklin Academies. In 1823, St. James Academy was made to share in this sum,¹⁹ and in 1831, the donation of \$800 was equally apportioned to four schools within the county.

From 1825 to 1831 the subject of primary schools was agitated, and an effort was made to appropriate for primary education the annual donations to the secondary schools. This agitation served only to fix more firmly the policy of subsidizing the academies. The committee on public instruction reported to the House in February, 1827, as follows:

The committee on public instruction, who were instructed to inquire into the expediency of withdrawing the donation from colleges, academies, and schools, have had the same under consideration and are decidedly of opinion that it would be inexpedient to withdraw the munificence of the State from those institutions. Experience has proved that they can not exist without the aid of public patronage, and the withdrawing of that aid would operate to their destruction and in effect give to the rich a monopoly of the higher branches of education, as men of wealth can afford to support their sons at distant colleges or universities, whilst the middling and even lower orders of society would be deprived of the means of acquiring a classical education, which is now presented by the seminaries endowed in their neighborhood, and in the deficiency of the necessary qualifications consequent upon that deprivation they would be shut out from the fair prospect of competition and the equal pretensions which they would otherwise enjoy for public employment or professional elevation.²⁰

¹⁵ *Id.*, res. no. 52.

¹⁶ *Id.*, res. no. 51.

¹⁷ *Id.*, 1815, res. no. 53.

¹⁸ SOLLERS, in STEINER's *History of Education in Maryland*, pp. 52, 53.

¹⁹ *Laws*, 1820, ch. LXXVII (passed January 25, 1821). *Laws*, 1823, ch. 199 (passed February 24, 1824).

²⁰ Quoted by SOLLERS, *op. cit.*, p. 62.

After several years of discussion, the following resolution was passed in February, 1832:

*Resolved by the General Assembly of Maryland, That the treasurer of the western shore equalize the donations granted to the academies and schools, in the several counties of this state, so as to give eight hundred dollars for each county, to be paid by him to the said academies and schools, ratably for each of those counties, which do not now receive that sum.*²¹

There was no further legislative action of importance connected with the secondary schools until the provision for a state system of high schools, in 1865. A table of the actual amount of the annual donation received by the several academies and secondary schools at the time of the agitation for primary schools has been prepared by Mr. Basil Sollers. Nineteen schools in sixteen counties received amounts ranging from \$266 $\frac{2}{3}$ to \$2,000 each, making a total annual apportionment of \$12,660.²²

Recourse was had, from time to time, to lotteries as a means of providing revenues for educational purposes in the state. In 1803, Frederick County School was thus aided;²³ in 1815, a lottery of \$1,000 was authorized for the building of a schoolhouse in the vicinity of Taney Town, in Frederick county, and another of \$20,000 in the same year for the benefit of West Nottingham Academy.²⁴ The greatest was one authorizing a number of men to raise by lottery a sum not to exceed \$40,000 for the benefit of Charlotte Hall.²⁵

LOUISIANA

But meagre provision had been made for education in Louisiana under the French and Spanish régime. Soon after the purchase of the territory by the United States, active steps were taken to establish a system of schools under the comprehensive name of "The University of Orleans." An act was passed in 1805, entitled, "AN ACT to institute an University in the territory of Orleans," which provided for the establishment of a college within the city of New Orleans to be known as "The College of New-Orleans,"

²¹ *Laws*, 1831, *res. no.* 34.

²² SOLLERS, *op. cit.*, p. 62.

²³ *Laws*, 1802, ch. LVI (passed January 3, 1803).

²⁴ *Id.*, 1815, chs. VI, CXXXII.

²⁵ *Id.*, 1817, ch. LII.

and for "one or more academies for the instruction of youth in the French and English languages, reading, writing, grammar, arithmetic and geography," within each county of the territory. The regents of the proposed university were authorized to "establish such a number of academies in this territory as they may judge fit, for the instruction of the youth of the female sex in the English and French languages, and in such branches of polite literature, and such liberal arts and accomplishments as may be suitable to the age and sex of the pupils." It was proposed to establish a public library in each county of the territory, in such place "as may be most generally convenient and accommodating to the inhabitants thereof." For the establishment and support of the university contemplated by this act, the regents were authorized to raise annually a sum not to exceed \$50,000 by means of lotteries.¹

As the provisions of this act were not put into operation, Governor Claiborne in his message to the legislature in the following year advocated the establishment of free public schools in every parish, to be supported by a county tax.² A measure to this effect was passed,³ but as only one parish had taken any action in this direction, a return was made in 1808 to the original plan of a university which should embrace a system of academies distributed among the several counties, and supported out of the public treasury.⁴

The first appropriation of public funds for the support of the university was made in 1811, when the sum of \$15,000 was granted to the College of New Orleans and \$2,000 to each of the twelve counties, with which to purchase or erect suitable buildings for the proposed schools. An annual sum of \$3,000 was set apart for the support of the college and \$500 for each of the several county schools. It was provided that fifty "indigent" children should be taught gratis in the college, but no mention was made at this time of free tuition for such children in the county schools.⁵ In 1819, the annual grant to the college was increased to \$4,000 and

¹ *Orleans Laws*, 1804-05, ch. XXX.

² GAVARRE, *History of Louisiana (American Domination)*, p. 135.

³ *Acts of Louisiana*, 1806, ch. IV.

⁴ GAVARRE, *op. cit.*, p. 205.

⁵ *Acts of Louisiana*, 1811, ch. XVIII.

the academies were granted \$600 each;⁶ this was increased in 1821 to \$5,000 annually to the college and \$800 annually to each of the county academies.⁷ At this time, each academy sharing in the state subsidy was required to instruct free of charge and to supply with books and other necessities eight "beneficiary" students. Each parish not provided with a school building was granted \$800 toward its erection.

Meanwhile frequent recourse was had to other means of providing a revenue for the support of the university. In 1813, the regents were authorized to raise \$50,000 annually by lotteries;⁸ in 1823, an annual income of \$30,000 was secured through the licensing of six gambling houses in New Orleans, one-fourth of the income to be devoted to the use of the college and three-fourths to the support of Charity Hospital;⁹ in 1826, two theaters were licensed at an annual rate of \$3,000, and the revenue appropriated for the use of the college.¹⁰

The College of New Orleans was discontinued in March, 1826, and a "central school" and two primary schools were substituted for it. In the central school, French, English, Latin, and mathematics were taught, and the school seems to have been conducted as an advanced secondary school. Of the sums formerly granted to the college, \$7,000 was annually apportioned to these schools.¹¹

The annual subsidy to the parish academies was apportioned in 1827 upon the basis of the number of voters in each parish, the several schools receiving two and five-eighths dollars monthly for each such voter, provided that the annual sum thus received by any school did not exceed \$1,350 nor fall below \$800.¹² In 1833, the apportionment was made upon the actual attendance, four dollars per month being allowed for each pupil, provided the number of pupils in attendance did not exceed ten; three dollars per month when the number of pupils in attendance was between ten and twenty; and two and one-half dollars a month per pupil

⁶ *Id.*, 1819, pp. 52-54.

⁷ *Id.*, 1821, pp. 62-68.

⁸ FAY, *History of education in Louisiana*, p. 31.

⁹ *Acts of Louisiana*, 1823, pp. 78-82.

¹⁰ FAY, *op. cit.*, p. 43.

¹¹ *Acts of Louisiana*, 1826, pp. 146-154.

¹² *Id.*, 1827, pp. 80-88 (no. 52).

when this number was above twenty.¹³ After 1827, all indigent pupils were instructed without payment for tuition. This last system of distribution remained in force until the adoption of a system of free public schools in 1847. The total amount of public aid extended to these county schools between 1811 and 1845 amounted to \$973,352.14.¹⁴ The schools thus aided and commonly known as parish or county academies were for the most part mere elementary schools.

Three colleges, the College of Louisiana, the College of Jefferson, and Franklin College, were established between 1825 and 1831, and are commonly classed as institutions of higher learning. Six other institutions which are described as of a mixed type, "just on the border line between the colleges proper and the academies," were incorporated between 1819 and 1830, some of which were designated as academies and others as colleges. In 1831, a scheme was proposed by which the beneficiary system was extended to the colleges and academies. Annual subsidies were granted to these schools on the condition that a certain number of indigent children should be instructed without charge for maintenance, books, or tuition.

Within the next decade, a large number of secondary schools under private control were founded, all of which were recipients of state bounty. The first of these was Montpelier Academy, incorporated in 1833. To enable the trustees to get the academy into operation, an annual appropriation of \$2,500 was made for four years, with the provision "that the trustees cause to be boarded and instructed in said Academy, at least twenty-five indigent children; or, on default of such number, then to receive such amount as may be in proportion to the number so actually boarded and instructed—the real number in any case to be certified by the parish judge; and such children shall only be received at said Academy, on application made by the police jury."¹⁵ At the same time, the sum of \$1,000 annually was granted to the academy in the town of Alexandria, with the provision that ten poor children should be taught gratis. Between 1835 and 1842

¹³ *Id.*, 1823, pp. 141-144.

¹⁴ *FAY, op. cit.*, p. 64.

¹⁵ *Acts of Louisiana*, 1833, pp. 108-113.

twenty of these academies received from the state amounts aggregating \$127,285.61.¹⁶

In the nine years from 1819 to 1828, lottery appropriations to the amount of \$126,000 were made to the various schools of the state. Of this amount, \$86,000 was for schools of a secondary grade.¹⁷ The liberality of the state in the matter of encouraging educational institutions at this time has scarcely a parallel anywhere in the early history of American education. The entire appropriation of money to the schools between 1811 and 1842 amounted to \$1,767,637.61. The following totals represent the actual amount expended upon the various schools:

TOTALS

College of Orleans, 1811-1826	\$103,500.00
Beneficiary parish schools, 1811-1845	973,352.14
College of Louisiana, 1832-1844	211,687.40
College of Jefferson, 1831-1846	248,447.75
College of Franklin, 1831-1843	66,851.76
Rapides College, 1834-1842	7,312.95
College of Baton Rouge, 1838-1844	23,000.00
Subsidized academies	127,285.61
Miscellaneous	6,200.00
	<hr/>
	\$1,767,637.61 ¹⁸

TENNESSEE

Tennessee was settled from North Carolina in 1756, and through many of its earlier years was closely linked with the parent state. Titles of extensive tracts of land lying between the two states had for a long time been in dispute, when North Carolina, in 1789, ceded to the United States all of her western lands. In 1806, Congress authorized the state of Tennessee to issue grants and perfect titles to lands in the region in dispute. At that time four colleges and a few private schools were the only educational institutions within the state. In reply to a petition from the University of North Carolina in 1801, the state Senate of Tennessee was obliged to answer that the "infant

¹⁶ FAY, *op. cit.*, p. 66.

¹⁷ *Id.*, p. 67.

¹⁸ FAY, *op. cit.*, p. 67. A table showing the amounts received by the several "subsidized academies" is given in the *History of education in Louisiana*, p. 66. The second item in the above table is for the county "academies" that were organized as a part on the University of Orleans.

state" had not yet arrived at a period when she could even authorize a loan to patronize the few schools which had already been established within her own border. To encourage the establishment of a system of schools within the state, Congress required, when making the grant in 1806, that 100,000 acres of land in the district reserved to the Cherokee Indians be appropriated in one tract for the use of two colleges, one in the eastern and one in the western part of the state, and another tract of 100,000 acres for the use of academies, one in each county, to be established by the legislature, and 640 acres in each six miles square of the territory granted by Congress, where existing claims would allow, for the use of common schools.¹

In accordance with the conditions of the grant, the legislature of Tennessee passed an act, September, 1806, providing for the establishment of academies in the several counties of the state;² and in 1817, the academies and colleges were declared to be parts of a complete system of education, in which the academies should be considered schools preparatory to the introduction of students into the colleges.³ Academies were established in twenty-seven counties,⁴ but the funds for their support were not productive enough to enable them to continue their existence. The congressional grant was occupied by settlers who laid claim to the land, and the reservation for the academies, like that for the common schools, was "plundered by a thousand hands." The history of the early secondary schools of the state is largely the same as that of the common schools. "The history of the common schools is, in the main, the history of public lands in Tennessee, and the history of public lands in this State is the history of confusion."⁵

KENTUCKY

The last decade of the eighteenth century and the first of the nineteenth was a period of unusual activity in the establishment

¹ *United States statutes at large*, 2, pp. 381-383.

² *Laws of Tennessee* (Scott's edition), 1, pp. 931-936; *Laws*, 1806, ch. 8.

³ *Id.*, 2, p. 331.

⁴ Davidson Academy at Nashville had been incorporated in 1785 and had received a grant of 240 acres of land.

⁵ PHELPS, *History of Tennessee*, p. 233.

of secondary schools in Kentucky. The first legislative action of real importance in connection with the academy system of that state was an act of February 10, 1798, which endowed Kentucky, Franklin, Salem, and Bethel Academies, and Lexington and Jefferson Seminaries with a grant of 6,000 acres of land each.¹ This land was exempt from taxation, and the institutions were placed under the control of self-perpetuating boards of trustees.² A state system of secondary education was provided for at this time, and the following reservation was made:

And whereas it is generally true, that that people will be happiest whose laws are best, and are best administered, and that laws will be wisely formed and honestly administered in proportion as those who form and administer them are wise and honest, whence it becomes expedient, for promoting the public happiness, that those persons whom nature hath endowed with genius and virtue, should be rendered by liberal education, worthy to receive and able to guard the sacred deposit of the rights and liberties of their fellow citizens; and that to aid and accelerate this most desirable purpose, must be one of the first duties of every wise government:

Be it therefore enacted by the General Assembly, That all the lands lying within the bounds of this commonwealth, on the south side of Cumberland river, below Obey's river, which is now vacant and unappropriated, or on which there shall not be, at the passage of this act, any actual settler under the laws of this state for the relief of settlers south of Green river, shall be and the same is hereby reserved by the general assembly, to be appropriated as they may hereafter from time to time think fit, to the use of the seminaries of learning throughout the different parts of this commonwealth; and no person or persons shall after one month subsequent to the passage of this act, be permitted to settle on or take up any vacant land on the south side of Cumberland river as aforesaid, until the further order of the legislature; any law or laws to the contrary notwithstanding.³

Before the close of the year, twenty-one additional academies had been established and similarly endowed with a grant of 6,000 acres each, and an additional grant of a lottery of \$1,000 was made to the trustees of each of these institutions, for the purpose of defraying the expenses of locating and surveying their respective grants and the preliminary expenditures in connection with the establishment of the schools.⁴ Provision

¹ *Laws of Kentucky* (LITTELL'S statutes), II, ch. LXXXVIII.

² *Id.*, II, ch. LX. (1798.)

³ *Id.*, II, ch. LX, secs. 5, 6. (1798.)

⁴ *Id.*, II, ch. CLXXII. (1798.)

was made in 1805, and repeated in 1819, for the endowment of an academy in each county by granting to the several county courts, in counties not provided with academies, the right to a grant of 6,000 acres.⁵ The establishment of Transylvania University in 1798, on the same day as the endowment of the academies above mentioned, seems to indicate that a scheme of education was contemplated in which the higher institution would form the head of a system of correlated secondary schools, one in each county.

The most active period of the founding of academies in Kentucky had passed before 1820. At that time, no less than forty-seven academies had been established in the various counties of the state, and endowed with grants of public lands ranging from 6,000 to 12,000 acres each. But the failure of the system had become evident several years earlier, and from time to time the legislature was called upon to grant relief to the various academies, either through an extension of time in which to locate and survey the lands or through provision of additional revenues for the support of the schools. In 1815, the trustees were empowered to dispose of the academy lands, provided the funds for the same were invested in the stock of the Bank of Kentucky.⁶ The security of the bank, rather than the welfare of the schools, seems to have been of most concern in the passage of this act. To arrest the decline of these schools, an act was passed in 1816 making general the exemption from taxation of all property of the seminaries of learning;⁷ and in 1820, all revenues accruing from fines and forfeitures in the several counties was given to the county academies.⁸ This provision was repeated from time to time.⁹ The Green River Female Academy was granted \$500 in 1835; the Russellville Male Academy a like amount in 1836.¹⁰ In 1837, the trustees of Brownville Seminary were obliged to petition the General Assembly for additional support for that

⁵ *Id.*, III, ch. CCXC. (1805.)

⁶ *Id.*, V, ch. CCXIII (approved January 26, 1815).

⁷ *Id.*, V, ch. CCXVII (approved January 31, 1816).

⁸ LITTELL and SWIGERT's *Digest of the statutes of Kentucky*, I, ch. LXXX.

⁹ *Acts of the Commonwealth of Kentucky*, 1819, ch. DLXCI, p. 976. *Id.*, 1825, chs. 578, 654; 1836, ch. 389.

¹⁰ *Id.*, 1835, ch. 855; 1836, ch. 259.

institution, claiming that through the mismanagement of the funds by former trustees they had been able to realize only \$130 from the lands appropriated by law for the seminary.¹¹ The following legislature authorized a lottery not to exceed \$100,000, one-fourth of which was to be used for the construction of a wharf at Paducah, one-fourth for a female seminary, and the remainder for a seminary at that place.¹²

Several additional academies and seminaries were established from time to time, but the decline that had set in could not be checked. Many of the schools were abandoned, some where continued as elementary schools, a few whose funds had been wisely managed were able to continue, as schools of an advanced grade, and in time formed the nucleus of a later college. The failure of the system was due to many causes, but the following were the most evident:¹³ The absence of any adequate system of elementary schools; irresponsible management of the funds of the academies; insufficient endowment to meet the demands of such a system; and the difficulties incident to new and sparsely settled territory. To these must be added the fact that the provisions were in advance of public spirit. Such a system, established at the promptings of the state and mainly supported out of public donations, necessarily fails to create local interest and to foster the spirit of local initiative. However, these schools played a very important part in the early education of the state, for in them were educated most of the men prominent in the professional and civic life of the state during the first half of the nineteenth century.

MICHIGAN

Provision for a system of secondary schools in Michigan dates from the third organization of the state university. By an act of Congress, in 1804, a township of land was reserved for a seminary of learning in the territory now embraced by the state of Michigan.¹ This was increased to two townships in 1826, with

¹¹ *Id.*, 1837-38, ch. 668.

¹² *Id.*, 1838-39, ch. 1182.

¹³ LEWIS, *Higher education in Kentucky*, p. 27.

¹ *United States statutes at large*, 2, p. 277.

the provision that the land thus set apart should be used for the support of a university, "and for no other use or purpose whatsoever."² These lands were conveyed to the state at the time of the admission of Michigan into the union, "to be applied solely to the use and support of such university, in such manner as the legislature may prescribe."

By an act, approved March 18, 1837, entitled, "AN ACT to provide for the organization and government of the 'University of Michigan,'" it was proposed to establish "branches" of the university in the various counties of the state, to be supported in part out of the university funds.

Sec. 18. It shall be the duty of the board of regents, together with the superintendent of public instruction, to establish such branches of the university in the different parts of the state, as shall be from time to time authorized by the legislature; also to establish all needful rules and regulations for the government of such branches: *Provided always*, That nothing in this act shall be so construed as to grant to any such branch the right of conferring degrees; and that said branches so to be established, shall not be more than one in any one organized county of the state.

Sec. 21. Whenever the branches of such university, or any of them, shall be established, as hereinbefore provided, there shall be apportioned to each, in proportion to the number of scholars therein, such sums for the support of its professors and teachers, and also such other sums for the purchase of books and apparatus, as the state of the university fund shall warrant and allow.³

This provision was modified by an act, approved June 21, 1837, which gave to the regents power to establish "branches" without further legislative action.⁴ On the same day, the regents resolved to put into operation eight of these schools, and appropriated \$8,000 for this purpose. Each school was granted \$500 and the remainder was distributed to the several schools according to the number of pupils in average daily attendance. The counties in which these branches were located were required to furnish suitable buildings and to provide for one-half the running expenses of the schools, while the other half, together with an allowance for libraries and philosophical apparatus, was paid

² *Id.*, 4, p. 180.

³ *Laws of Michigan*, 1837, no. LV, pp. 102-106 (annual session).

⁴ *Id.*, no. IV, pp. 308-309 (special session).

by the state out of the university fund.⁵ To secure current funds sufficient to maintain the university and the "branches" a part of the university lands was sold, and the proceeds put at interest. It was thought possible at this time "to lay the foundation of a university on the broadest scale, and place it on high and elevated ground at the very commencement of its career of light, usefulness, and glory,"⁶ with an annual income of less than thirty thousand dollars. After a trial of a few years, it was decided, in 1846, to discontinue the plan of aiding the branches, as it was deemed unwise to cripple the university by appropriations from the funds designed originally for its support. The plan of a "branch" for each county was found to be impossible with the limited funds, and local jealousies were occasioned by the partiality shown to certain sections in the establishment of these schools. The unequal advantages thus afforded the different counties of the state, and the growing conviction that the money thus expended out of the university fund was illegally used, caused the plan to be discontinued.

Five "branches" were founded during the first year, and their number afterwards increased to "about a dozen." During the nine years in which they were aided, the "branches" received from the state \$35,935.⁷ While in themselves comparatively unimportant, these schools are deserving of recognition because of the influence exerted by them upon the early secondary education of Michigan. The desire for schools of an advanced grade had been kindled, a model had been furnished, and the beginning had been made in public provision for schools of a secondary grade.

With the abolition of the "branches," advanced public schools were established in the more populous centers, commonly known as union schools, which in a measure took the place of the earlier institutions. Many of these union schools were established about the time of the adoption of the constitution of 1850, which provided for the establishment of free schools in every school district, and for the university. In reviewing the educational provisions of the state, and of the constitution of

⁵ TEN BROOK, *American state universities . . . and the university of Michigan*, p. 145.

⁶ *Report of the state superintendent*, 1837, cited by TEN BROOK, p. 116.

⁷ TEN BROOK, *op. cit.*, p. 152.

1850 in particular, the supreme court in its decision in the famous "Kalamazoo high school case," in 1874, commented upon this provision as follows: "The inference seems irresistible that the people expected the tendency towards the establishment of high schools in primary school districts would continue until every locality capable of supporting one was supplied." And in their opinion as to the legality of expending district funds for secondary instruction, the court declared as follows: "We content ourselves with the statement that neither in our state policy, in our constitution, or in our laws, do we find the primary school districts restricted in the branches of knowledge which their officers may cause to be taught, or grade of instruction that may be given, if their voters consent in regular form to bear the expense and raise the taxes for the purpose."⁸

WISCONSIN

Several academies¹ had been incorporated in Wisconsin prior to the admission of that state into the union, in 1848; and although the movement to establish normal schools was yet in its infancy, provision was made in the constitution of the state for support of both academies and normal schools out of the school funds of the state. The income from the sales of lands granted to the state by the national government, and the clear proceeds of all other revenues applicable to educational purposes were by the constitution to be applied as follows: "1. To the support and maintenance of common schools in each school district, and the purchase of suitable libraries and apparatus therefor. 2. The residue shall be appropriated to the support and maintenance of academies and normal schools, and suitable libraries and apparatus therefor."²

The first enactment under this provision of the state constitution was made in 1857, when an act for the encouragement of

⁸30 *Michigan* 69. A review of the provisions for secondary education in Michigan is embodied in this decision.

¹ The oldest of the Wisconsin academies was located at Platteville, and was incorporated under the territorial laws in 1839.

² *Constitution of Wisconsin*, art. X, sec. 2.

academies and normal schools was passed. This act provided for the creation of a "Board of Regents of Normal Schools," to be appointed by the governor with the approval of the Senate, the governor and state superintendent of public instruction being *ex officio* members of this board. The income of twenty-five per cent of the proceeds arising from the sale of swamp and overflowed lands granted to the state, by act of Congress in September, 1850, was distributed by this act "to the Colleges, Universities and Academies severally, except the State University," having established and maintained a normal institute in connection therewith, "according to the number of pupils so instructed in such studies and for such a period of time as the Board of Regents may designate as a qualification or condition for receiving the benefits of this act," but no school could receive more than \$3,000 annually. Every chartered college or university (except the state university) having corporate property to the amount of \$50,000 above incumbrances, and every incorporated academy having corporate property to the amount of \$5,000, which established and maintained a normal institute in connection therewith, for the education of teachers, was permitted to share in this fund, and upon furnishing proper security, to borrow a sum not exceeding \$5,000 from the state for the erection of a building. It was also provided that of the remaining income, "every incorporated college in this State with a clear capital of \$50,000 (except the State University) shall be entitled to receive \$20 for every female graduate who shall have pursued the regular course of study in such college, or such course as the Board of Regents in this act shall prescribe in lieu thereof."³ In the following year, 1858, every female college or seminary having corporate property to the amount of \$20,000 was made to share in the distribution of the net income from the lands specified in the act of the previous year, and whenever the income subject to distribution in any one year amounted to \$10,000, every public union or high school maintaining a normal institute in connection therewith was permitted to share in the income of this fund, in such ratio as the board of regents should designate.⁴

³ *Laws of Wisconsin*, 1857, ch. 82.

⁴ *Id.*, 1858, ch. 139.

In 1859, the law was modified to read as follows:

Every chartered college or university in this state, in which the usual college course of studies has been established and prosecuted, having corporate property to the amount of fifty thousand dollars above all encumbrances, every female college or seminary having corporate property to the amount of twenty thousand dollars, and every incorporated academy having corporate property to the amount of five thousand dollars, and every union or high school under the control of any city, village, town or district board of commissioners, trustees, or directors having control of the schools in such city, village, town, or district, according to the laws of this state, which shall establish and maintain a normal department in connection therewith, for the education of teachers, shall receive from the income of said fund, in such ratio as the board of regents shall designate.⁵

All schools in which a normal department was established and maintained according to the provisions of this act were entitled to share in the distribution of this fund "according to the number of pupils instructed in such studies, and for such a period of time as the board of regents may designate as a qualification or condition for receiving the benefits of this act, until the amount awarded to any one of such institutions shall reach the sum of three thousand dollars annually." Each school sharing in this subsidy was required to make an annual certified report of the normal department, giving the age, residence, studies, and the number of days' attendance of each pupil returned by them as entitled to the distributive share of state funds, together with a report of the condition of the institution.

The Civil war greatly diminished the attendance in these schools, so that but seven departments were maintained in 1864. This number was doubled in the following year, but was diminished to nine in 1866.⁶ The decline of these departments led to the establishment of normal schools devoted entirely to the preparation of teachers.

⁵ *Id.*, 1859, ch. 94, sec. 9.

⁶ HARVEY, *Biennial report of the state superintendent*, 1902, p. 68. A copy of the course of study prescribed by the regents in 1858, is given on this page.

CHAPTER III

THE RECENT PERIOD

The academies in many states were not accessible to the large majority of qualified pupils. Only in exceptional cases were these schools free to those in attendance, and many miles of travel and long absences from home were necessary to enjoy the advantages offered by them. The rise of the public high school is part of a widespread movement toward organizing under public control a complete system of educational institutions. By the close of the Civil war the public high school had become an established factor in education, although it was not until many years later that it overtook the academies in the enrollment of students.

In the most of the states the high schools were organized as part of the common school system of the state, and were made to share in the distribution of the current school funds of the state in the same manner as the elementary schools, while in a few states the high schools were made to depend entirely upon local support. In states where the high schools are made to share in the annual apportionment of the school fund of the state, the entire amount received from the public treasury is usually much less than the cost of maintaining the elementary schools, and the cost of supporting a high school becomes an additional burden upon the local communities supporting such schools. With a few possible exceptions, the high schools have been established by voluntary action of the communities in which they are found. No better proof of this can be had than the experience of a state having laws requiring certain communities to establish such schools. In Massachusetts, sixty-seven towns not required by law to maintain a high school were supporting such schools in 1900. Wherever they are found, they have appeared in response to a public demand, and are a worthy testimony to the spirit of the American people in educational matters. Every city points with just pride to its public high school, while many villages and rural communities have equal if not greater cause

to be proud of the excellent schools which a progressive spirit has provided. Possibly no other single feature of our smaller cities and villages is more frequently used as a criterion for judging the character of the community. Changes in the social, commercial, and industrial world have brought with them a demand for a better preparation for the duties of life. The public high schools have grown up in response to this demand. In the ten years between 1890 and 1900, their number increased from 2,526 to 6,005, and the number of students attending high schools increased from 202,963 to 519,251 in the same period.

The maintenance of these schools is often a heavy drain upon the resources of the smaller cities and villages, and many communities are unable to provide such means of educating their children. As a result of this condition, many of the most deserving pupils are often obliged to discontinue their studies at the end of the elementary course, while others are obliged to accept the work of a very inferior but somewhat advanced school in lieu of a good high school education. The modern movement in legislation affecting high schools aims to extend to all qualified pupils the opportunity of obtaining a free secondary education in well-equipped and properly classified public high schools. To this end all taxable property within the state is made to contribute to the support of high schools, as well as to the support of elementary schools and universities. There is an unmistakable effort to extend to pupils in rural sections the advantages that have hitherto been available only to those residing in the more populous centers. This is effected in several of the states through the granting of a subsidy from the state treasury for the support of the high schools of the state, and in other states by requiring communities that are unable to maintain high schools of their own to pay for the tuition of qualified pupils attending high schools elsewhere.

MAINE

The free high school system of Maine was established in 1873. In February of that year, an act was passed, entitled, "An act in aid of free high schools,"¹ which aimed to encourage the estab-

¹ The free high school law of Wisconsin, passed in 1875, was closely modeled after this act.

lishment of high schools through the granting of a state subsidy to such schools, as follows:

Sect. 1. When any town shall have established and maintained a free high school as provided by this act, for at least ten weeks in any one year, such town on complying with the conditions herein set forth, shall be entitled to receive from the state one-half the amount actually expended for instruction in said school, not however exceeding five hundred dollars from the state to any one town; *provided*, that no town shall be entitled to such state aid unless the appropriation and expenditure for such school on the part of said town, has been exclusive of the amounts required by law to be expended for common school purposes. Such state aid shall be paid from the state treasury on and after the first day of December of each year, upon certification by the governor and council as provided by section eight.

Sect. 2. Any town may establish and maintain not exceeding two free high schools; and when two such schools are maintained, shall be entitled to receive the same state aid as if the expenditures for both schools had been made for one school. Two or more adjoining towns may unite in establishing and maintaining a free high school, and both receive the same state aid as if such school had been maintained by one town. So long as any town shall decline to avail itself of the provisions of this act, any school district, or union of districts in such town, may establish and maintain a free high school, and receive state aid the same as the town might have done; *provided*, that no more than two such free high schools shall be established in any town, and that the amount of state aid extended to the districts in any town shall not exceed the sum that the town might have received. Two adjoining school districts in different towns may establish and maintain a union free high school, and, with the consent of both towns, may receive a proportional part of such state aid, to be determined as provided by section eight, but in no case to exceed the amount that either town might have received. Towns shall receive in trust and faithfully expend donations and bequests made to aid in the maintenance of free high schools, and shall receive state aid in such cases to the same extent, and on the same conditions as if such schools had been established and maintained by taxation; *provided*, that no town shall be entitled to receive such state aid on any expenditure for a free high school or schools made from the funds or proceeds of the real estate of an academy or incorporated institution of learning, surrendered or transferred to such town for educational purposes.

Sect. 3. Any town, or union of towns or districts, voting to establish a free high school as herein provided, may locate the same permanently, or vote that the terms of said school be held alternately in such school districts within the town or towns as may be selected, and as may accept said school. It shall be the duty of the district in which said free high school is thus held, to supply appropriate equipments for the same, and also to furnish and warm a suitable building; *pro-*

vided, that such district may use its district school-house for such free high school, when not required for ordinary school purposes.

Sect. 4. The course of study in the free high school contemplated by this act, shall embrace the ordinary academic studies, especially the natural sciences in their application to mechanics, manufactures and agriculture. Such school or schools, when established by any town or union of towns, shall be free to all the youth in such town or towns, on such attainments of scholarship as shall be fixed by the superintending school committee or committees having the supervision of said school or schools. When such school is established by any school district or union of school districts, it shall be free in the same manner to the scholars within such district or districts; and also open to scholars passing the required examination from without said district or districts, but within the town or towns in which said district or districts are situated, on the payment to the agent of the district in which such school is located, of such tuition, to be fixed by the superintending school committee or committees having the supervision of the same, as shall be equivalent to the cost per scholar of maintaining such school, after deducting the aid extended by the state. Whenever in the judgment of the superintending school committee or committees having the supervision of any free high school or schools, the number of pupils in the same may be increased without detriment, scholars from without the town or towns directly interested in such school or schools, may be admitted to the same on passing the required examination, and paying such tuition as may be fixed by said committee, to the treasurer of the town in which the school is kept, when such school is maintained by a town or a union of towns, or to the agent of the district in which the school is kept, when such school is maintained by a district or union of districts.

Sect. 7. Any town may from year to year authorize its superintending school committee to contract with and pay the trustees of any academy in said town, for the tuition of scholars within such town, in the studies contemplated by this act, under a standard of scholarship to be established by such committee; and the expenditure of any town for tuition in such academy shall be subject to the same conditions, and shall entitle such town to the same aid from the state as if said town had made such expenditure for a free high school.²

To further the movement to provide secondary education in public high schools, the same legislature had passed an act, entitled, "An act to enable academies to surrender their property to cities, towns, and plantations, for the benefit of free high schools."³ For more than eighty years the academies of Maine had been recognized as the natural agencies for the advanced instruction of pupils after the completion of the elementary studies, and in recognition of such services liberal grants had been made

² *Laws of Maine*, 1873, ch. 124.

³ *Id.*, ch. 115.

to these schools from the public treasury. Articles of incorporation had been issued to ninety-eight academies prior to the passage of the law providing for the establishment of free high schools, in 1873. The rate of incorporation for the twenty-five years previous to the provision for a system of public secondary schools averaged one academy a year.⁴ A few of the schools incorporated by the legislature were not organized, and many were obliged to discontinue their work about the middle of the century, owing to a decrease in attendance and the consequent reduction in the income for their support.

The movement toward providing secondary schools under public control had made itself felt prior to the passage of the law granting state aid to free high schools. Twenty-one public high schools had been established in fourteen of the cities and seven of the larger towns, and had begun to supplant the academies in the work of providing instruction in the more advanced studies. Seventy-nine towns and twenty-four districts had each made provision for a free high school before the close of the first year of the operation of the law, making in all one hundred and twenty-four high schools at the end of that year. So rapid was the increase in the number of these schools that in 1875 the state had 210 free high schools, but owing to the hard times that followed in the next few years, the number of these schools was reduced to 150 in 1878.⁵ In the following year, in the pretended interest of economy,⁶ the legislature discontinued the payment of state money to the support of high schools for the period of one year,⁷ and, as a result, nearly every high school that had been established in the rural communities was discontinued. The provisions of the high school law of 1873 were to become operative again in 1880, but the annual amount of state aid payable to any town for the support of free high schools was reduced from \$500 to \$250, with the following provision as to the course of study in any school receiving this aid:

⁴ STETSON, in *Maine school report*, 1901.

⁵ HON. NELSON DINGLEY, JR., *Free high schools*, in *Maine school report*, 1880, pp. 88-91 (appendix).

⁶ One hundred and three academies are enumerated by STETSON, *op. cit.* Of these four failed to be organized, forty-five have been discontinued, leaving fifty-four schools in existence as academies or other educational institutions in 1901.

⁷ *Acts and resolves of Maine*, 1879, ch. 131.

The course of study in the free high school contemplated by this act, shall embrace the ordinary english academic studies, especially the natural sciences in their application to mechanics, manufactures and agriculture; but the ancient or modern languages shall not be taught in said schools except wholly at the expense of the city, town, district or union of districts maintaining such school or schools. But any town having one or more graded schools, with a prescribed course of study, including the branches latin, greek and french established at the time of the passage of this act, shall be allowed to avail itself of this act without causing any change in the prescribed course or courses of study.⁸

Many of the better endowed academies had been able to continue their work of furnishing instruction in secondary studies. In 1889, towns were authorized to contract for the tuition of their pupils in any of the academies or high schools, and to receive from the state the same aid to which they would have been entitled had they supported free high schools. By this arrangement, towns not supporting high schools received from the state an amount equal to one-half the expenditure by the town for the tuition of pupils in secondary schools. In 1897, the course of study was so amended as to include in the number of state-aided schools only such high schools as were carrying on the studies of a high grade secondary school; and all candidates for admission to the high schools were required to pass an examination to be given by the superintendent.

After the establishment of the free high school system in 1873, some of the academies were obliged to petition the legislature for aid. In the years that followed, annual appropriations were made to several of these schools, with the provision that the schools receiving aid from the state should be maintained during two terms in the year, and should be open to visitation and inspection by the state superintendent. In 1891, fourteen academies were granted an annual appropriation of \$500 each for ten years, two academies \$800 each, and one academy \$300 for the same period. In 1897, all institutions receiving aid from the state were brought under state supervision.⁹ This policy of extending aid to the academies in the form of annual grants was gradually extended until there were thirty-six academies, in

⁸ *Id.*, 1880, ch. 229.

⁹ STETSON, *History of education in Maine*, pp. 83-89.

1899, receiving sums ranging from \$250 to \$2,000 each from the state.¹⁰ Special legislation with reference to grants to the various academies was done away with in 1901, by the passage of an act providing for a systematic plan of apportionment of state subsidies to academies, seminaries, and institutes. The first section of this act, setting forth the amounts the schools are entitled to receive, and some of the conditions upon which such grants are made, is as follows:

Whenever it shall be made to appear to the governor and council, from returns made as herein provided, that any incorporated academy, seminary or institute in the state is prepared to give instruction equivalent to that required by law to be given in free high schools, that the pupils attending the said academy, seminary or institute are qualified to receive such instruction, and that the teachers in the said academy, seminary or institute have the qualifications fitting them to give instruction in secondary school studies, such academy, seminary or institute shall be entitled to receive annually from the State a sum not exceeding five hundred dollars in case it maintains an English secondary school course of study as prescribed by the educational department of the state, and has an average attendance from towns and cities other than the municipality or jurisdiction in which said academy, seminary or institute is located of at least ten students, or a sum not exceeding seven hundred and fifty dollars in case it maintains in addition to an English course, a college preparatory course, and has an average attendance from towns and cities other than the municipality or jurisdiction in which said academy, seminary or institute is located of at least twenty students, or a sum not exceeding one thousand dollars in case it maintains an English course, a college preparatory course and a training course for teachers, and has an average attendance from towns and cities other than the municipality or jurisdiction in which said academy, seminary or institute is located of at least forty students; provided, the courses of study herein named shall be subject to the approval of the educational department of the state; and provided, that the amount paid by the state to any academy, seminary or institute under this act shall be expended by the said academy, seminary or institute for instruction during the year for which payment is made, and shall not exceed the total income of the said academy, seminary or institute from all other sources; and provided further, that in addition to the amount received from the state, a sum equal thereto shall be expended for instruction and maintenance of the academy, seminary or institute during said year; and provided further, that every academy, seminary or institute receiving money from the state under this act shall provide instruction as contemplated by this act for not less than thirty weeks in each year; and provided further, that no academy, seminary or institute

¹⁰ *Id.*, p. 89.

shall be credited with maintaining a course of study under this act unless the said academy, seminary or institute shall have an average of not less than twelve students in said course.¹¹

Various other provisions respecting the state-aided academies and other private secondary schools are made in other sections of this act. No school having an endowment sufficient to yield an annual income of \$1,600, and no school with an average attendance that does not "exceed thirty students" for the preceding year is entitled to receive state aid; and no such school is entitled to more than \$500 in any one year if it has an annual income which exceeds \$1,000, or if the average attendance for the preceding year does not exceed sixty students; and no academy is entitled to this subsidy unless it was incorporated prior to the passage of this act. It is also provided that towns or precincts not maintaining free high schools, but providing free tuition for their high school students in any of these schools, are entitled to receive state aid to the amount of one-half the sum thus expended, provided that no town shall receive more than \$250 for this purpose in any given year.

Under the operation of this law, in 1901-02, thirty-two academies received from the state amounts ranging from \$500 to \$1,000, and aggregating \$20,585. In addition to this amount, seventeen of the academies received an aggregate of \$4,095 from the state free high school fund, making a total of \$24,680 to the academies in that year.¹² Meanwhile the number of free high schools had increased to 224 in 1902. These received amounts ranging from \$50 to \$250 each, and aggregating \$44,379.35, making a total expenditure of \$69,059.35 by the state for special aid to secondary schools during that year.¹³ This sum amounted to a little over one-sixth of the cost of maintaining these schools for the same year.

MASSACHUSETTS

In 1827, every city, town, or district in Massachusetts containing five hundred families or holders was required to support a master competent to give instruction in the history of the

¹¹ *Laws of Maine*, 1901, ch. 148.

¹² STETSON, *Maine school report*, 1902, p. 72.

¹³ *Id.*, appendix, pp. 64-70.

United States, book-keeping by single entry, geometry, surveying, and algebra; and every city or town containing four thousand inhabitants was required to provide a master "competent to instruct, in addition to all the foregoing branches, the Latin and Greek languages, history, rhetoric, and logic."¹ With but occasional deviations, towns of five hundred families have been required by law to maintain a secondary school since that time. Of the 353 towns in the state, 184 were not required by law, in 1900, to maintain a high school, while sixty-seven of these towns were at that time supporting such schools.

In 1891, the legislature of Massachusetts passed an act requiring towns not maintaining high schools to pay for the tuition of their qualified pupils in the high schools of other towns or cities, as follows:

Any town not required by law to maintain a high school shall pay for the tuition of any child who with the parent or guardian resides in said town and who attends the high school of another town or city, provided the parent or guardian of such child before such attendance obtains the approval of the school committee of the town in which the child and parent or guardian reside.²

In 1894, the school commissioners of towns not maintaining high schools were required by law to approve the attendance of all qualified pupils in high schools of other towns or cities, charging a reasonable amount for tuition; and were authorized to pay the transportation expenses of such pupils attending schools elsewhere, should they see fit.³ In 1895, towns were permitted to vote money for the payment of the tuition of high school pupils in academies, provided the state board of education should approve the academy for that purpose.⁴ In the same year, the state began to reimburse towns of less than \$500,000 valuation for all amounts expended by them for tuition and transportation of high school pupils, provided that the expenditure had been for attendance at high schools approved by the state board of education.⁵

This policy of aiding the weaker towns in providing high

¹ *Laws of Massachusetts*, 1827, ch. 143.

² *Acts and resolves of Massachusetts*, 1891, ch. 263.

³ *Id.*, 1894, ch. 436.

⁴ *Id.*, 1895, ch. 212.

⁵ *Id.*, 1895, ch. 94.

school instruction was considerably extended in 1902. By the provisions of a law passed in that year, towns of more than five hundred families are required to support high schools without receiving aid from the state, while towns of less than that number are grouped into five classes, as follows:

1. Towns whose valuation averages a larger sum for each pupil in the average membership of their public schools than the corresponding average for the commonwealth. These are not entitled to state aid if maintaining a high school, nor to reimbursements for amounts expended for the tuition of pupils attending high schools elsewhere.

2. Towns without high schools of their own and having a valuation of less than \$750,000 each. These are entitled to the full amount expended for the tuition of qualified pupils attending any of the approved high schools in the state.

3. Towns without a high school of their own and having a valuation of more than \$750,000 each. These are reimbursed for one-half the amount expended for such tuition.

4. Towns that maintain high schools of their own with two or more teachers each. Such towns are entitled to receive annually from the treasury of the commonwealth toward the support of such high school the sum of three hundred dollars.

5. Towns that maintain high schools of their own with only one teacher each. These receive no aid from the state.⁶

There were in 1902 twenty-four towns of the first class, eighty-nine of the second class, eighteen of the third class, thirty-three of the fourth class, and twenty-one of the fifth class.⁷ The act continues, "and no expenditure shall be made by the Commonwealth on account of high school instruction under the provisions of this section unless the high school in which such instruction is furnished has been approved by the [state] board of education." The annual appropriation for this expenditure was increased from fourteen thousand dollars in 1902⁸ to thirty thousand dollars in 1903.¹⁰

⁶ *Id.*, 1902, ch. 433.

⁷ HILL, *Massachusetts school document*, no. 8, 1902, pp. 4-7.

⁸ *Acts and resolves of Massachusetts*, 1902, ch. 433.

⁹ *Id.*, 1902, ch. 17.

¹⁰ *Id.*, 1903, ch. 30.

It is the evident intent of this law to secure to each child the opportunity of obtaining a secondary education, and at the same time to protect the child against the injustice of having to accept under the name of high school education that which does not come up to the high school standard. In this respect the schools are following the lead of the business world, which demands laws to protect it against adulterated goods bearing labels that would lead the consumer to suppose them genuine. It is provided that if the towns now attempting to carry on high school work in schools of but one teacher will give up the attempt and send their pupils to other high schools, or if they will build up an approved school of two or more teachers, they will be entitled to state aid in the same manner as other towns.

The following section aims to define what the state requires of the high school, leaving the state board of education to pass upon the qualifications of the instructors, and the equipment of the school:

Every city and every town containing according to the latest census, state or national, five hundred families or householders, shall, and any other town may, maintain a high school, adequately equipped, which shall be kept by a principal and such assistants as may be needed, of competent ability and good morals, who shall give instruction in such subjects designated in the preceding section¹¹ as the school committee consider expedient to be taught in the high school, and in such additional subjects as may be required for the general purpose of training and culture, as well as for the purpose of preparing pupils for admission to state normal schools, technical schools and colleges. One or more courses of study, at least four years in length, shall be maintained in each such high school and it shall be kept open for the benefit of all of the inhabitants of the city or town for at least forty weeks, exclusive of vacations, in each year. A town may cause instruction to be given in a portion only of the foregoing requirements if it makes adequate provision for instruction in the others in the high school of another city or town.¹²

The method of distributing the proceeds of the general school fund of the state is deserving of careful study. The permanent

¹¹ The following list of studies for public schools is enumerated, in addition to studies of a more elementary character: Bookkeeping, algebra, geometry, one or more foreign languages, the elements of the natural sciences, kindergarten training, manual training, agriculture, sewing, cooking, vocal music, physical training, civil government, ethics and such other subjects as the school committee consider expedient may be taught in the public schools.

¹² *Revised Laws*, ch. 42, sec. 2.

school fund is now considerably in excess of four millions of dollars, and an annual addition of one hundred thousand dollars is made to it until the fund shall amount to five millions, at which figure it is to remain.

One-half of the annual income of said school fund shall, without specific appropriation, be apportioned and distributed for the support of public schools, in the following manner: Every town which complies with all laws relative to the distribution of said income and whose valuation of real and personal property, as shown by the last preceding assessors' valuation thereof, does not exceed one-half million dollars shall annually receive three hundred dollars; but if its rate of taxation for any year shall be eighteen dollars or more on a thousand dollars, it shall receive fifty dollars additional; every such town whose valuation is more than one-half million dollars and does not exceed one million dollars shall receive two hundred dollars; and every such town whose valuation is more than one million dollars and does not exceed two million dollars shall receive one hundred dollars; and every such town whose valuation is more than two million dollars and does not exceed three million dollars shall receive fifty dollars. The remainder of said half shall be distributed to towns whose valuation does not exceed three million dollars and whose annual tax for the support of the public schools is not less than one-sixth of their whole tax for the year, as follows: Every town whose school tax is not less than one-third of its whole tax shall receive a proportion of said remainder expressed by one-third; every town whose school tax is not less than one-fourth of its whole tax shall receive a proportion expressed by one-fourth; every such town whose school tax is not less than one-fifth of its whole tax shall receive a proportion expressed by one-fifth; and every such town whose school tax is not less than one-sixth of its whole tax shall receive a proportion expressed by one-sixth. All money appropriated for other educational purposes, unless otherwise provided, shall be paid from the other half of said income. If the income in any year exceeds such appropriations, the surplus shall be added to the principal of such fund.¹³

¹³ *Revised Laws*, ch. 41, sec. 4. By a modification of this law in 1903, the weaker towns were granted a larger share of the income of the state school fund, as follows: The three hundred dollars granted to towns of less than one-half million dollars valuation was increased to five hundred dollars, and the fifty dollars additional to seventy-five dollars; the two hundred dollars granted to towns with valuation ranging from one-half million dollars to one million dollars was increased to three hundred dollars; towns with valuation ranging from one million dollars to two million dollars received one hundred and fifty dollars instead of one hundred dollars; and towns with valuation ranging from two million dollars to two and one-half million dollars received seventy-five dollars each; while the remainder of the said half was distributed to towns of not more than two and one-half million dollars valuation (instead of towns of less than three million dollars valuation), in the same manner as provided in the previous law. (*Laws*, 1903, ch. 456.)

It will be noted that no town whose valuation exceeds three million dollars¹⁴ is made to share in this distribution, and that one-half of the annual income is reserved for the general school expenses of the commonwealth. In another section, it is provided that no town failing to comply with the requirements of the law in regard to high schools shall share in this distribution. The law evidently aims to help those who most need help, and those who are most willing to help themselves.

NEW YORK

New York has continued without interruption the policy of granting special aid to her secondary schools, which was inaugurated soon after the close of the Revolutionary war. In 1864, the general acts relating to public instruction were revised and consolidated. Provision was made for the formation of union free schools, and for the establishment of academical departments in these schools whenever in the judgment of the board of education the demand for such instruction would warrant it.¹ Such academical departments were made subject to the visitation of the regents and to all the regulations relating to academies, except the provisions relating to the buildings in which such instruction should be given. The qualifications for entrance to the academical department were made the same as those prescribed by the the regents for any of the regular classes in the academies. Provision was made at this time for the transfer of academies to boards of education of union free schools, or for the adoption of an academy as a department of a public school.² These academical departments were made to share in the same manner as the academies in the distribution of the annual subsidy to the secondary schools.

The annual appropriation of forty thousand dollars to the academies under the visitation of the regents was distributed to these schools upon the basis of the number of scholars pursuing classical or higher English studies; that is, studies that are properly of a

¹⁴ This was reduced to two and one-half million dollars in 1903. (*Laws*, 1903, ch. 456.)

¹ *Laws of New York*, 1864, ch. 555, title 1X.

² *Id.*, sec. 24.

high school grade. Previous to 1865, the number of such scholars in each school was determined from the returns made by the various schools. In that year a system of written examinations in the elementary branches was instituted, and the annual apportionment was made upon the basis of the number of scholars in each of the schools who could undergo this test.³ Simultaneous written examinations were conducted in all the academies, in arithmetic, English grammar, geography, reading, writing, and spelling. As a result of this test, the number of pupils in the academies entitled to draw state money was reduced from 21,947 to less than 6,000.⁴ In 1870, all examination papers of pupils claimed to have passed the examination were made returnable to the office of the regents where they were subject to review and revision. The introduction of the system of examinations was followed by marked improvement in the quality of instruction in the academies, and the academies themselves greatly appreciated the good results of this system of inspection. In 1877, the legislature authorized the extension of the examinations to include the advanced studies, and in June, 1878, examinations in twenty advanced studies were instituted on the same general plan as that of the preliminary examinations. The number of studies in which advanced examinations were given was steadily increased until seventy-six subjects were included in the examinations given in 1903.⁵

The distribution of the academic fund was made in 1880 to depend in part upon the results of this advanced examination. At one time thirty-four per cent of all the appropriations were made upon this basis. In 1898, the secretary of the high school department of the university recommended that further distribution upon the basis of examination returns be discontinued.⁶ The method of payment by results was discontinued in accor-

³ *Handbook*, no. 3, *University of the State of New York*, 1902, p. 5.

⁴ BUTLER, in HUGH'S *Historical record*, *op. cit.*, pp. 32-33.

⁵ *Handbook*, *op. cit.*, pp. 5, 38. A special tax of \$125,000 was levied in 1873 for the benefit of the secondary schools. The annual appropriation for books and apparatus was doubled for that year, and the annual appropriation for teachers' classes was raised from \$18,000 to \$30,000; the amount each school was entitled to receive for instruction of students in the normal classes was raised to fifteen dollars per student, and every academy was made eligible to share in this privilege, except denominational schools, which were excluded from the benefits of state aid during that year. This measure had as one of its purposes a reduction in the amount of tuition fees charged by the state-aided schools. (*Laws*, 1873, ch. 642.)

⁶ BROWN, *The making of our middle schools*, p. 362.

dance with this recommendation, and in August, 1900, the following apportionment was fixed upon:

1. Each registered undenominational school of academic grade receives annually from the academic fund a quota of \$100. The university also pays one-half the cost of approved books and apparatus purchased by such schools, but does not allow more than \$250 a year under this head to any one school.

2. Each registered school of academic grade that submits to examination and inspection receives also a grant for each day's attendance of each academic student.⁷

Denominational as well as undenominational schools are made to share in the benefits of the apportionment upon the basis of attendance. In 1902, the amount apportioned as a flat sum of \$100 to each school amounted to \$61,000; the amount apportioned for books and apparatus amounted to \$15,949; and the apportionment on the basis of attendance amounted to \$226,721. The amount apportioned to the one hundred denominational schools in this category amounted to \$11,317, an average of about \$113 to each school.⁸

At the close of the fiscal year of 1901, the Literature Fund amounted to \$284,201.30. The income of this fund furnishes \$12,000 of the annual amount apportioned to the secondary schools; \$34,000 was added from the income of the United States deposit, in 1902; and the balance of the \$344,457.90 apportioned in that year was derived from general taxation. Of the schools sharing in this subsidy, 610 were undenominational schools, and 100 were denominational institutions.⁹

The regular regents' examinations are held in January and June in seventy-six subjects, covering all the courses in the secondary schools. A March examination is given in twenty-six subjects only; schools may, if they desire, take this examination also, although no school is required to take any examination. A special examination for professional and technical students only is held in New York, Albany, Syracuse, and Buffalo in September. Twenty-five subjects of secondary grade are offered

⁷ *Handbook, op. cit.*, pp. 19, 20.

⁸ Letter from Henry L. Taylor, Director's Assistant in College and High School Department, Albany, N. Y.

⁹ *Id.*

at this examination.¹⁰ To carry on efficiently the work of inspection and examination, a corps of ten inspectors and an apparatus clerk and a staff of eleven examiners and thirty-two clerks and junior clerks is required.

The thirty secondary schools sharing in the state subsidy in 1820¹¹ had increased to 710 in 1902. The annual appropriation had increased from \$3,500 in 1792 to \$10,000 in 1830, and to \$100,000 in 1887, and to \$350,000 in 1903. The annual amount distributed for books and other supplies increased from the \$3,000 of 1835 to \$6,000 in 1885.¹² This sum varied considerably from time to time, the amount apportioned to the schools being frequently in excess of the regular amount appropriated. The apportionment in 1902 amounted to \$15,949. The total apportionment to the academies for books and apparatus from 1793 to 1882, inclusive, amounted to \$157,609.29,¹³ while the total amount for all purposes up to 1884 was \$1,996,738.18, besides more than sixty special grants of land and money, the latter alone amounting to more than \$50,000.¹⁴ The average amount received by the undenominational schools of secondary grade from this special subsidy in 1902 amounted to more than four hundred and fifty dollars per school.¹⁵

MARYLAND

From the earliest attempts to establish a system of secondary schools in Maryland, the ideal of one such school for each county has been retained. In 1865, an attempt was made to establish a state system of public high schools and to appropriate for their support the annual donations previously made to the academies. The following are the main provisions of an act passed in that year:

There shall be for each county at least one high school in which instruction shall be given to males and females in the higher branches of English and Scientific Education, and in the Latin and Greek

¹⁰ *Handbook, op. cit.*, pp. 4, 35-39.

¹¹ HUGH, *op. cit.*, p. 525. *Ninety-seventh regents' report*, pp. 535-545.

¹² *Laws*, 1885, ch. 240. For the method of apportionment of funds to teachers' classes, see *Laws*, 1877, ch. 425.

¹³ *Id.*, p. 535-545.

¹⁴ BLACKMAR, *History of federal and state aid to higher education*, pp. 144-145.

¹⁵ TAYLOR, *Letter, op. cit.*

languages and Mathematics, sufficient to prepare youths to enter any one of the State colleges, under control of the Council of the University of Maryland; the terms of admission to the high schools shall be determined by the State Board of Education; the number of high schools in the city of Baltimore shall be determined by the Board of School Commissioners.

The State donations now made to academies and schools, consisting of annual appropriations to each county, and now divided among several academies or paid to the School Commissioners for the general school fund, shall constitute, together with such other donations as from time—may be made, and annual appropriations by the County Board, a high school fund, and be used by the Board of School Commissioners to aid in paying the salary of the Principal and other Teachers of the high school.¹

Every such high school was to be visited and examined annually by the state superintendent, or by a professor of the state normal school appointed by him, and at least once each term by the president of the board of school commissioners, who was required to report quarterly to the board the results of his observations and to offer such suggestions as would improve the efficiency of the instruction and increase the benefits which the school was designed to confer. The report of this inspection, together with the recommendations, was published in the annual report of the state superintendent.

This strongly centralized system gave to the state board consisting of the governor, lieutenant governor, speaker of the house, and a state superintendent of schools appointed by the governor, almost unlimited control over the schools receiving state aid. But the movement proved too radical, and in 1868 local self-government was partially restored, with the provision that, "In all particulars concerning text-books, course of study and mode of discipline, the High School shall be under the control of the State Board of Education."² Districts were given power under this law to unite in establishing high schools, and all high schools were made subject to annual visitation and examination by the principal of the state normal school, or by a professor from the school, and to more frequent inspection by the president of the high school board. The establishment of public high schools under this law gave to the state at least one such

¹ *Laws of Maryland*, 1865, ch. 160, title II, ch. VIII, secs. 1, 4.

² *Id.*, ch. 407, title I, ch. VIII.

school in each county. In several of the counties, the academies were adopted as the high school department.

The annual donation to the academies was in several of the counties apportioned to two or more such institutions, so that the academies in many places found it difficult to maintain their independent existence. Many of them voluntarily came under the control of the school commissioners, and received the annual donation from the state.³ In this way they became high schools for the counties in which they are located, although several of them have retained their own names. Among those that have retained their separate existence are Alleghany County School, Frederick College (formerly Frederick County School), Brookville Academy, and Rockville Academy, in Montgomery County, West Nottingham Academy, in Cecil County, and Charlotte Hall.

The number of secondary schools annually aided from the state treasury has remained about fifteen, while the total amount apportioned to the schools of this class has varied but little in sixty years. The amounts annually apportioned to the several schools range from \$100 to \$2,500 each, while the total amount is usually close to ten thousand dollars.⁴

WISCONSIN

The period between the admission of Wisconsin into the union and the establishment of a state system of free high schools in 1875 was marked by a rapid increase in the number of advanced or "graded" public schools. The number of such schools increased from about fifty in 1860 to 421 in 1875. In twenty-seven of the largest towns and cities these schools had advanced to the grade of high schools, while 210 of the 394 graded schools outside of the cities had three or more departments. The formation of county high schools had been recommended by the state superintendent in 1852, and legislative

³ By separate legislative acts, the annual appropriations were restored to several academies. (*Laws*, 1868, chs. 183, 193, 208, 233, 434; 1869, ch. 223.)

⁴ For a statement of the amounts granted to these schools in any given year, see *Annual report of the state board of education*.

provision for union high schools was made in 1858, but very few high schools were organized under this provision, as the districts were averse to giving up their district organization.¹

A state system of free high schools was established in 1875 by the passage of an act, entitled, "AN ACT to authorize the establishment and aid in the maintenance of free high schools." Under the provisions of this act, any town, incorporated village, or city in the state was authorized to establish and maintain a free high school whenever the majority of the legal voters voting upon that question at any regular annual meeting, or at any special meeting legally called for that purpose, should determine so to do. Towns were permitted to unite in the formation of joint free high schools, and in case any town failed to avail itself of the benefits of this act, any school district or a union of two or more districts might establish such a school, provided that not more than two free high schools should be established in any one town, and that no district maintaining a free high school should be taxed toward the maintenance of more than one such school.² The following provision was made for the granting of a state subsidy to these schools:

When any free high school shall have been established and maintained as provided by this act, for at least thirteen weeks in any one year, such high school district on complying with the conditions herein set forth, shall be entitled to receive from the state one-half the amount actually expended for instruction in said school, not, however, exceeding five hundred dollars in any one year, to any one school, or to the two schools of one town, incorporated village or city; *provided, however*, that a high school district of a larger population than three thousand, shall be entitled to receive at the rate of one hundred dollars additional for each additional three thousand of such population: *and provided further*, that no high school district, town, incorporated village or city, shall be entitled to such aid unless the appropriation and expenditure for the high school or schools, on the part of such district, town, village or city, has been exclusive of the amounts required by law to be expended for common school purposes. Such state aid shall be paid from the state treasury on and after the first day of December of such year.

Any town may from year to year authorize its high school board to contract with, and pay the trustees of any academy or college having a preparatory department, in said town, for the tuition of scholars

¹ HARVEY, in *Biennial report of the state superintendent*, 1902, p. 69.

² *Laws of Wisconsin*, 1875, ch. 323.

within such town, in the studies contemplated in this act, under the standard of scholarship hereinbefore provided to be established; and the expenditure of any town for tuition in such academy or college, shall be subject to the same conditions, and shall entitle said town to the same aid from the state as if said town had made such expenditure for a free high school.³

A sum sufficient to meet the expenditure authorized by this act was appropriated out of the public treasury, provided that not more than \$25,000 should be drawn from the state treasury for this purpose in any one year.

In the same year, 1875, three courses of study for free high schools were prepared by State Superintendent Edward Seering, two of which were adapted to the four-year high schools of the larger cities, and the other, a three-year course, was designed to cover the needs of smaller places. During the year, eighteen new high schools were established and in all twenty schools shared in the first apportionment of the special aid to the high schools. Of these, thirteen were newly-formed high schools that had been created after the passage of the measure providing for state aid. As no school was permitted to receive more than one-half the sum actually expended for instruction nor more than \$500 in any one year, less than one-third of the appropriation was apportioned at the close of the first year; the total cost of instruction in the high schools receiving state aid was less than \$18,000 during that year. But during the following year, 1877, thirty-two new high schools were added, and by the close of the school year of 1879-80, ninety-one free high schools were entitled to receive aid from the state, and the total appropriation of \$25,000 was apportioned to the high schools. As might naturally be expected, this aid went to the schools of the cities and larger villages, and together with the tuition fees received from non-resident students, was of considerable assistance in the maintenance of these schools.

To encourage the establishment of high schools in communities not supporting a graded system of schools, the legislature of 1885 appropriated an additional sum of \$25,000 expressly for free high schools in towns having no graded schools. The plan seems to have aimed to encourage the establishment of township

³ *Id.*, secs. 11, 12.

or union high schools, but owing to the independent district system, the formation of such schools in any large numbers was prevented. As a further inducement to organize township high schools, the next legislature provided that such high schools should receive as state aid one-half the actual amount expended by them for instruction, and that the remainder of the fund appropriated for this purpose should be merged with the other high school fund.⁴ The provisions of this act are in force at the present time, 1903. The ordinary three-year and four-year high schools⁵ share pro rata, and none may receive more than \$500 per annum, while the township high schools receive one-half the amount actually expended for instruction. Yet after fifteen years of such inducement, but nine township high schools have been organized. Under the provisions of this act, six schools received at the last distribution of revenues, November, 1902, amounts ranging from \$562.50 to \$1,085 each, while the other high schools not affected by this provision received \$458.05 each. The attempt to organize rural high schools has been repeatedly pronounced a failure, so far as the experience of Wisconsin in this matter goes.

The total annual appropriation for high schools was increased to \$100,000 in 1901. The provisions of the law apply to the three-year schools in the same manner as to the four-year schools. Forty-six three-year schools and 176 four-year schools shared in this distribution in 1902. Of the four-year schools, 170 received \$458.05, and six received amounts somewhat less. Of the forty-six three-year high schools, four received the maximum amount of \$458.05. Some received as low as \$247.32, which represents one-half the actual amount expended for instruction in these schools during the year or part of the year.⁶

To be eligible to share in the benefits of this distribution, a high school must comply with the following requirements:

⁴ *Id.*, 1885, ch. 352.

⁵ Thirteen high schools in nine of the cities of Wisconsin are classed as "Independent High Schools," and are not subject to the conditions imposed upon the "township" high schools and the "free" high schools. They do not share in any of the special subsidies from the state treasury. This list includes the high schools of Kilbourn, LaCrosse, Madison, Manitowoc, Menomonie, Milwaukee, Oshkosh, Racine, and West Superior.

⁶ HARVEY, *Report, op. cit.* Also letters from the state department.

1. The qualifications of all teachers employed in the school must be approved by the state superintendent of schools.

2. The course of study offered by the school must have the approval of the state superintendent of schools; as must also the number of teachers needed to carry on the work as outlined in the course of study.

3. Each state-aided school must submit to inspection by the state superintendent, or by an inspector appointed by him.

4. The school is obliged to make such reports to the office of the state superintendent of schools as may be required by that office.

The standard set for admission to the high school teaching force of the state requires that all candidates pass an examination given by the state board of examiners, or hold a countersigned diploma from an approved university, college, or normal school. Diplomas issued by state normal schools, and by the state university to graduates having completed the prescribed amount of work in pedagogy, are accepted as high school credentials for a period of one year, upon the approval of the state superintendent of schools. Upon certified testimony of good moral character and of successful teaching for a period of eight months, the diploma may be countersigned by the superintendent of public instruction, and thus it becomes a permanent state certificate. In accordance with legal requirements, the state superintendent of schools prepares "a course or courses of study suitable to be pursued in free high schools," and these are made the courses of all such schools. These courses are prepared with much care, and it is seldom that a school is permitted to deviate far from the work as outlined in them. In this way uniformity of work is maintained throughout the state. The state inspector of high schools aims to visit every school once in each year. During these visits he plans to inspect not only the character and quality of the actual work of both teacher and pupil, but also the general condition of all school property; the work of the grammar grades; the standards set for admission into the high school; the general equipment of the school, including reading libraries, reference libraries, apparatus for the scientific laboratories, etc. He aims to meet and confer with members of the

school board, and feels perfectly free in calling their attention to needed improvements, as well as in commending them for improvements made. During intermission or after the close of school, he meets with the teachers and is ready to offer suggestions or be of assistance to them in their work. His visit is usually of much benefit to the school; but in this particular much depends upon the person selected for this important office. The appropriations are made in accordance with his report of the result of this inspection.

The university accrediting system is entirely independent of the system of state inspection. Any high school wishing to be placed upon the "accredited list" of the university is required to make application to a university committee on accredited schools, in order that its work may be inspected with such ends in view. The university inspector visits the school, which is accredited or rejected upon his report of its work and general equipment. This report in no way affects the apportionment of the annual appropriation for high schools.⁷ The university employs as high school inspector an experienced high school principal who is a member of the university faculty and bears the title *Assistant Professor of Pedagogy and Inspector of High Schools*. Under this title he offers two courses of two hours each in pedagogy in the last semester of the year; the remainder of his time is devoted to the inspection of high schools and to the duties of secretary of the committee on accredited schools, which has in charge the recommendation of university graduates for positions in the high schools of the state. In the work of inspection he is assisted by professors in all departments of the university. A large part of the inspection is done in this way, both on account of the time which it requires and because of the special preparation necessary for this important work.⁸ Experience has proved that the two systems of inspection can be carried on in perfect harmony, and with benefit to the schools.

⁷ Of forty three-year high schools enumerated in the bulletin of school officers issued in October, 1902, thirty-one were one-teacher schools. Before a graded school can be organized into a high school, twenty-five resident pupils of school age must pass an examination given by the state superintendent, "in the branches required to be taught in the common schools," as evidence that they "are prepared to begin a high school course." (*Laws*, sec. 490.)

⁸ Letter from M. V. O'SHEA, School of Education, University of Wisconsin.

The legislature of 1901 provided for the admission of all qualified pupils into any of the high schools of the state whose accommodations are such as will permit of increased attendance, and required the town or city of which the pupil is a resident, and which is not included within a high school district, to pay the cost of instruction of their residents attending high school elsewhere. The maximum amount that any school may charge for such instruction is placed at two dollars a month per pupil. A noticeable increase in the number of non-resident pupils enrolled in the public high schools has followed the passage of this act. The clerk of the town or city in which the pupil resides receives from the secretary of the high school a certified statement of the amount due for the instruction of the pupils residing in such town or city; if no part of the town or city is included within a high school district, the amount is added to the general tax of the town, but if any part of the town or city is included within a high school district, the amount due for instruction of high school pupils residing outside of such district is added to the tax levied upon that portion of the town or city not included within such district.⁹

The same legislature, that of 1901, appropriated \$60,000 for the support of graded schools in villages not maintaining a high school. These schools are designated as schools of the "first class" and schools of the "second class." The former are schools of three or more teachers and the latter are two-teacher schools.¹⁰ In 1902, at the first distribution of this fund, 118 schools of the first class received \$300 each, while 154 schools of the second class were granted \$100 each.¹¹ These schools correspond quite closely

⁹ *Laws*, 1901, ch. 188. Since 1877 the high schools have been obliged to furnish to the state superintendent such reports as may be required by that officer under penalty of forfeiting the special aid from the state. Since 1897, a district is required to have twenty-five qualified pupils before a high school can be established in that district. The test of qualification consists of an examination given by the state department. The current state fund for schools is distributed to the several districts on the basis of the number of resident children between the ages of four and twenty years. (*Laws*, 1877, ch. 249. *Id.*, 1897, ch. 354.)

¹⁰ *Id.*, 1901, ch. 439.

¹¹ HARVEY, *op. cit.* In October, 1903, this appropriation was apportioned as follows: 130 schools of the first class received \$294.42 each, making a total of \$38,274.60; second class schools to the number of 183 received \$98.15 each, or a total of \$17,961.15, making a total of \$56,235.75 for both classes of schools. The remainder of the annual appropriation of \$60,000 was expended for the salaries and traveling expenses of two inspectors, who receive an annual salary of \$1,600 each. (*Milwaukee Free Press*, October 6, 1903.)

to the state graded schools and the state semi-graded schools of Minnesota, which are mentioned under the discussion of the high school system of that state.¹²

To encourage the establishment of manual training departments in connection with the high schools of the state, the legislature in 1895 made a special appropriation of \$2,500 for this purpose. Not more than ten schools were to be aided out of this fund in any one year, and the annual amount each school was entitled to receive was placed at \$250. Every school establishing and maintaining a department of manual training and receiving this annual subsidy from the state was to continue upon the list of schools aided from this special fund "so long as the scope of the work and its character is maintained from year to year in such a manner as to meet the approval of the state superintendent."¹³ The annual appropriation for this purpose was increased to \$5,000 in 1901, and the number of schools permitted to share in the benefits of this distribution was increased to twenty.¹⁴ But owing to the difficulty of securing well-trained teachers for these departments, not more than ten schools have received aid under the provisions of this act in any one year, and but seven schools were aided in 1902. The same legislature, that of 1901, made provision for the establishment of county schools of agriculture and domestic economy and appropriated the sum of \$5,000 to be distributed equally to two such schools.¹⁵ These schools are two-year schools of secondary grade in which special prominence is given to studies in agriculture and domestic economy. It also made provision for the payment by the state of one-half the cost of maintaining six county training schools for teachers.¹⁶ Six such

¹² See pp. 134, 135.

¹³ *Laws*, 1895, ch. 358.

¹⁴ *Id.*, 1901, ch. 273.

¹⁵ *Id.*, 1901, ch. 288. This number was increased to four schools in 1903, and each school was granted a special subsidy from the state treasury amounting to "two-thirds the amount actually expended for maintaining such schools during the year; provided, that the total amount so apportioned shall not exceed four thousand dollars to any one school any one year." (*Id.*, 1903, ch. 143).

In 1901, State Superintendent L. D. Harvey was appointed commissioner by the legislature to prepare courses of study suitable for these schools. A *Report* embodying such courses was issued in 1902.

¹⁶ *Id.*, ch. 373.

schools were organized within a year and a half of the passage of the act,¹⁷ and the number of schools of this kind seems likely to increase very rapidly.¹⁸

MINNESOTA

To Minnesota belongs the distinction of being the first state in the union to provide free secondary instruction in public high schools for all qualified pupils of the state. The early secondary schools of Minnesota were little more than advanced elementary schools, and the few students completing the work offered by them found their preparation so deficient that they could not be admitted to the state university. The instruction offered in the academies was so much superior to that of the public high schools that nearly all students desiring to continue their studies beyond the secondary schools were obliged to attend these private institutions. In 1869 William W. Folwell was appointed president of the University of Minnesota, and in his first report he urged the necessity of a better organization of the public school system of the state. Referring to the secondary schools, he said: "Our system of public instruction will not be an organized whole until the 'secondary' schools are graded not merely with reference to the primary schools below but to the university above. This can be done not only without detriment, but with advantage to that great class of students who will choose to content themselves with academic education only." This was the beginning of the movement that has finally resulted in the establishment of "a complete, continuous, and efficient system of schools which should offer every child in Minnesota a liberal education."

This suggestion, however, was not acted upon immediately. The need was felt, but the plan to be followed was not altogether

¹⁷ HARVEY, *op. cit.*, 78.

¹⁸ The number of such schools entitled to state aid was increased to eight by legislative action in 1903, and each school is entitled to receive from the state treasury "a sum equal to one-half the amount actually expended for maintaining such school during the year, provided that the total amount so apportioned shall not exceed twenty-five hundred dollars in any one school year." The courses of study for these schools are subject to the approval of the state superintendent; and all standings obtained by pupils while in attendance may be accepted by county superintendents in lieu of examinations in such branches, while a certificate of graduation is made to have the force of a teachers' third-grade certificate in county issued, for a period of three years after date of graduation. (*Laws*, 1903, ch. 338.)

clear. In 1872, the state superintendent of schools appointed a committee consisting of the city superintendents of Winona, Minneapolis, and Red Wing to suggest some plan for securing a course of study in the high schools that would be preparatory to the state university. In the fall of the same year, President Folwell appeared before the convention of city and county superintendents and invited them to join in an endeavor "to bring about a vital, organic connection between the university and the high schools." At that time no state had organized or provided for an adequate system of schools between the elementary schools and the state university; nor was there at that time any well-defined relation between the then existing high schools and the universities, with the possible exception of the newly-established accrediting system of Michigan. President Folwell then advocated the organization of a comprehensive system embracing all grades, in which the state university "may form the 'roof and crown' of a noble structure of high schools based firmly on the broad foundation of the common schools of the State."

Two years later, 1875, State Superintendent Burt referred to the conditions that then existed in these words:

It is a fact that the best material for colleges and universities is scattered through the agricultural parts of our State. It is not urban, but rustic, while the high schools are not in the country, but in the city. This fact suggests the strongest form in which the question of State patronage for some of our high schools can be put. Should not the principal school of a county be open, free of charge for tuition, to the aspiring and worthy youth in the rural part of the county? Should not such persons, partly at the expense of the State, be induced to enter upon a higher course of learning? Would it not conduce to the public welfare for the State to say to boards of education in our leading high schools, Open your doors to all scholars in the rural districts prepared to enter your regular classes and willing to graduate and pass on to the courses of study in higher institutions, and you shall be compensated for the cost of furnishing instruction?¹

In August, 1877, the State Teachers' Association recommended that boards of education in the cities and larger villages make all possible effort to provide a course of instruction that would prepare for admission to the university, and that whenever possible, they admit outside students to these courses on liberal terms.

¹ RANKIN, in GREEK'S *History of education in Minnesota*, 1902.

Their resolution with reference to legislation upon this provision is worthy of note. It is the keynote to the purpose that is fast being realized in this state:

Resolved, That the legislature be requested to make suitable appropriation for paying the tuition of country students in the high schools of the State, so that a free education from ABC to the master of arts may be the birthright of every child in the State.²

It might also be noted that here again the service of the able president of the university is evident, for the resolutions were written by President Polwell. The state was also favored in having about this time such men as Cushman K. Davis and John S. Pillsbury as governors, both of whom had in their annual messages urged such action upon the legislature.

The first high school law was passed in 1878 under the title of "AN ACT 'FOR THE ENCOURAGEMENT OF HIGHER EDUCATION.'" By this act, the state superintendent of public instruction and the president of the University of Minnesota *ex officio*, and one other person to be appointed by the governor, were made to constitute a high school board, with power to make such rules and regulations relative to the schools as they might deem necessary. The direction which much of the later legislation relating to the high schools was to take is indicated in this law, which is therefore worthy of attention although it was in operation but one year.³ The section relating to the free instruction of non-resident students is as follows:

Any public graded school in any incorporated village or in any township which has or may hereafter adopt the township system of schools giving preparatory instruction according to the terms and provisions of this act, and admitting thereto students of both sexes from any part of the State, without charge for tuition in the same, shall be entitled to receive pecuniary aid as hereinafter specified. *Provided*, however, that no such school shall be required to admit non-resident applicants to receive the said preparatory instruction for tuition, unless the said applicant shall pass a good examination in all the branches at the date of this act, prescribed by law as requisite to receiving a first grade certificate except algebra, plane geometry and the theory and practice of teaching.⁴

² *Id.*, pp. 75-76.

³ *Laws of Minnesota*, 1878, ch. 92.

⁴ *Id.*, sec. 2.

The high school board was authorized to require schools applying for such pecuniary aid to have "regular and orderly courses of study, embracing all the branches prescribed, as pre-requisite for admission to the collegiate department of the University of Minnesota, not lower than the third or sub-freshman class," and to permit at all times the board to visit and examine the classes pursuing the "preparatory studies." The board was required to cause each school receiving aid under this act to be visited at least once in each school year, "by a committee of one or more members who shall carefully inspect the instruction and discipline of the preparatory classes, and make a written report on the same immediately." To do this work, an inspector might be appointed at a salary not to exceed three dollars per day. Every school approved by the board under the provisions of this act was granted \$400 annually from the public treasury. To meet this expenditure, the legislature appropriated a sum not to exceed \$9,000, but owing to the omission of the word "annually" in the clause providing for the appropriation, the law became inoperative after one year. While this law was in operation, some forty-two schools received grants of public funds, and a beginning was made in the matter of inspection.⁵ Although the law was satisfactory in its general form, it was far from being so in its details.

A second high school law was enacted in 1881, in which the governor, the state superintendent of public instruction, and the president of the University of Minnesota were made to constitute the state high school board, with power to establish any suitable rules and regulations relating to examinations, reports, acceptance of schools, courses of study, and other proceedings "under this act." Although this second law followed in the main the general provisions of the law of 1878, it nevertheless differed essentially from that act. The section specifying the schools entitled to state aid was changed to read as follows:

Any public graded school in any city or incorporated village or township organized into a district, under the so-called township system, which school shall give preparatory instruction according to the terms and provisions of this act, and shall admit students of either

⁵ RANKIN, *op. cit.*, p. 77.

sex from any part of the State without charge for tuition, shall be entitled to receive pecuniary aid as hereinafter specified. *Provided, however,* that no school shall be required to admit non-resident pupils unless they shall pass an examination in all the branches prescribed by law as requisite to a third grade county certificate.⁶

Every school receiving aid under the provisions of this act was required to have "regular and orderly courses of study, embracing all the branches prescribed as pre-requisite for admission to the collegiate department of the University of Minnesota," and to permit the board of commissioners, or any of them at all times to visit and examine the classes pursuing such preparatory studies. Annual inspection by the commissioners or persons appointed by them for that purpose, and official reports were required of each school. Each school approved by the board was allowed \$400 annually, and an appropriation of \$20,000 was made to cover the apportionment and the expenses connected with the inspection of the schools. The power of the high school board was further defined by an act approved November 18, 1881; and an inspector of high schools was provided in 1893. An annual sum of \$7,000 in addition to the amount already appropriated for high schools was appropriated for the expense of this inspection.⁷ The annual appropriation for state high schools in Minnesota was increased from \$9,000 in 1878 to \$20,000 in 1881, and this sum was raised to \$85,000 in 1899, and to \$115,000 in 1901.

A more extended policy of state aid was inaugurated in 1899 by including all classes of public schools in the annual distribution of special appropriations, as follows: 1. State high schools were granted \$800 each. The schools of this class are all four-year high schools with courses of study such as to prepare students for admission to the collegiate department of the University of Minnesota. 2. State graded schools were entitled to receive \$200 each. These schools have at least four departments in charge of a principal and teachers having such qualifications as may be required under the rules of the state high school board. Schools of this class are required to have suitable buildings, a substantial library, and such other apparatus as is necessary for doing efficient

⁶ *Laws of Minnesota*, 1881, ch. 144.

⁷ *Id.*, 1893, ch. 101.

work. 3. State semi-graded schools, or schools of two or three departments, were entitled to receive \$100 each. 4. State rural schools of a single teacher were granted \$75 each. To provide these sums, an appropriation of \$85,000 was made for high schools, \$26,000 for graded schools, \$11,000 for semi-graded schools, and \$40,000 for rural schools.⁸ These appropriations were found to be insufficient to meet the demands, and a special act was passed adding \$11,500 to the high school fund, \$15,200 to the fund for graded schools, \$8,100 for semi-graded schools, and \$9,500 for rural schools.⁹ In 1901, the annual appropriation for state high schools was increased to \$115,000, and the amount granted to each school was raised to \$1,000; the appropriation for state graded schools was increased to \$52,000, and the amount granted to each school was raised to \$400; the appropriation for state semi-graded schools was increased to \$25,000, and each school received \$200; while the appropriation for state rural schools was raised to \$60,000, and the amount each school was granted to \$100.¹⁰ The current school funds of the state are distributed to the districts upon the basis of the number of pupils between the ages of five and twenty-one years who have been enrolled in the public schools and have been in attendance forty days in the school year. In 1902, one hundred and twenty graded schools and one hundred and forty-one state high schools were entitled to share in this subsidy.¹¹

The annual appropriation for state high schools was increased to \$217,000 in 1903, and the amount each school was entitled to receive was raised to \$1,500, "*provided*, that the amount of state aid granted under the provisions of this act shall in no case exceed the amount expended for the maintenance of high school work, exclusive of the cost of buildings and repairs thereon:" and provided that the schools should receive a pro rata apportionment should the annual appropriation amount to less than fifteen hundred dollars for each school. This same legislature, 1903, increased the annual appropriation for state graded schools

⁸ *Id.*, 1899, ch. 352, arts. 1-5.

⁹ *Id.*, 1901, ch. 111.

¹⁰ *Id.*, ch. 189.

¹¹ *Annual reports of the inspectors of graded schools and high schools*, 1902.

to \$79,000, that for state semi-graded schools to \$67,000, and that for state rural schools to \$100,000.¹² The sum of \$9,500 is drawn from the annual appropriations made for high and graded schools, "in proportion to the respective amounts appropriated to each," for the necessary expenses of the state high school board and the salaries and traveling expenses of the high school and graded school inspectors. Under the provisions of this act, at the apportionment of the state subsidy in 1903, the state high schools received \$1,380 each, the state graded schools \$550 each, the state semi-graded schools \$240 each, and the state rural schools \$108 each.¹³ An additional sum of seven hundred and fifty dollars is given to each state high school giving instruction in the common school branches, "in a manner which shall be most helpful to persons intending to teach said branches."¹⁴

Under the provisions of an act of 1901, the state superintendent of public instruction, the president of the University of Minnesota, and a superintendent or principal of any high school in the state of Minnesota, to be appointed by the governor, subject to confirmation by the Senate, constitute a "state high school board." The members of this board serve without compensation, but are entitled to their actual and necessary expenses. They appoint a high school inspector and a graded school inspector, and make all rules and regulations relating to examinations, reports, acceptances of schools, courses of study, and other proceedings in connection with high and graded schools claiming state aid. But an optional English or business course of study must be offered and maintained in the high schools, in addition to the course or courses of study preparing for admission to the state university.

Since 1885 a system of state examinations has been in operation. While the taking of this examination is ordinarily optional with the school, the state board may require a school to take the examination as a part of the annual inspection. No grants of money are based on result of such examinations. Their main purpose "is not to test the students, but to promote the general

¹² *Laws of Minnesota*, 1903, ch. 181.

¹³ *Letter*, from J. W. OLSEN, State Superintendent of Public Instruction.

¹⁴ *Laws of Minnesota*, 1903, ch. 359; *Id.*, 1895, chs. 182, 186; 1897, ch. 192.

efficiency of the schools." All state high schools are "accredited" to the university on becoming established as approved schools.

The following laws relating to state high schools, and the accompanying rules and regulations of the high school board, will aid in determining the standard set for approval of state high schools:

REQUISITES.—In order to be entitled to state aid as a state high school, such school shall have first fully complied with the following conditions, viz.:

First—It shall have maintained for the school year next preceding that for which aid is granted at least nine (9) months school.

Second—It shall admit students of either sex from any part of the state without charge for tuition, but no such school shall be required to admit non-residents unless they shall pass an examination in all the common school branches pursued and completed in the eighth (8th) grade of the graded schools of this state, viz.: Arithmetic, English grammar, geography and United States history.

Third—It shall have regular and orderly courses of study, embracing all the branches prescribed by the state high school board, as prerequisite for admission to the collegiate department of the University of Minnesota.

Fourth—It shall be subject to such rules and regulations, not inconsistent with this act, as may be prescribed by the state high school board, and such school shall be open to visitation by any member of said board or the high school inspector at all times.

INSPECTIONS AND REPORTS.—The state high school board shall cause each high school receiving aid under this act to be visited at least once in each school year by the high school inspector or such assistant as it may appoint, who shall carefully inspect the instruction and discipline of the classes and make a written report on the same immediately, and no money shall be paid in any case until such report shall have been received and examined by the board, and the work of such school approved by a vote of said board.

DISCRETIONARY POWER OF BOARD.—The high school board shall have full discretionary power to consider and act upon applications of high schools for state aid, and, subject to the provisions of this act, may prescribe the conditions upon which such aid will be granted: and it shall be its duty to accept and aid such high schools only as will, in its opinion, if aided, efficiently perform the services contemplated by law: but not more than seven (7) schools shall be aided in each county in any one year.

Any school accepted and continuing to comply with the law and regulations of the board made in pursuance thereof shall be aided not less than two (2) years.

In case any state graded school, as hereinafter provided, shall have attained such a degree of proficiency as to entitle it to promotion to a

high school, and the state high schools in the county shall have already reached the number of seven (7), such graded school, in the discretion of the board, may be so promoted, and take the place of the high school in the county first receiving state aid for the period of at least two (2) years; that any state high school so deprived of state aid shall continue under the supervision of the board, with all the privileges, except state aid, of a preparatory school for the University of Minnesota.¹⁵

RULES AND REGULATIONS OF THE STATE HIGH SCHOOL BOARD
RELATING TO HIGH SCHOOLS.

APPLICATIONS FOR STATE AID TO HIGH SCHOOLS.

1. All applications for state aid shall be made to the secretary of the board on the official blank prepared for that purpose, and shall be made not later than October 1, during the school year for which aid is requested.

2. All applications shall be considered by the board, and schools considered worthy shall be accepted for supervision. Applications shall be considered at special meetings only in cases where delay in making application appears to have a valid reason.

3. The applications of schools accepted for supervision shall be referred to the high school inspector, whose duty it shall be to visit such schools during the ensuing school year and to submit a special report to the high school board at the next annual meeting.

4. At the annual meeting following a year during which a school has been under supervision, the high school board, taking into consideration the report of the inspector, the report of the examiner, and such other information as may be at hand, shall grant state aid to schools whose work and organization may appear to be satisfactory and to give promise of permanency.

5. A state high school is defined as a school which has received state aid to high schools, and which is under the supervision of the high school board. The acceptance of a school for supervision shall not confer a right to the name before the state aid shall have been granted.

6. Schools whose terms of state aid have expired and which have made reapplication for aid, may be replaced on the list unconditionally, or if unfavorable conditions come to the knowledge of the board, such as a change of local policy or the employment of a superintendent and instructors whose qualifications are not well known, the school may be accepted merely for supervision, and the question of a place on the list may be deferred until the next annual meeting.

CONDITIONS REQUISITE TO ACCEPTANCE.

The following requirements are in accord with the past experience of the board and are made with a view to secure conditions which

¹⁵ *Id.*, 1899, ch. 352.

render efficient work practicable and give promise of permanence. The increase of state aid to \$1,000 justifies great care in admitting schools to the list.

1. A comfortable building providing not less than four grade rooms below the high school, and high school quarters consisting of at least a main room, a large recitation room, a laboratory, and an office.

2. A well organized graded school, having not less than four distinct departments below the high school, and including not less than eight years of elementary and grammar school instruction.

3. A well chosen geographical library for the sixth and seventh grades.

4. An adequate library of American history for eighth grade work.

5. Suitable wall maps, a globe and an unabridged dictionary for each of the upper grades.

6. A liberal supply of reading matter in sets for each grade.

7. A well qualified superintendent having general charge of grading, instruction, discipline and of the care of the building.

8. A liberal schedule of salaries. It is not the policy of the high school board to prescribe salaries, but in the light of experience the board expresses a want of confidence in the ability of a school to earn the state grant of \$1,000 without salaries liberal enough to secure the services of a competent superintendent and instructors of approved experience. Experience also demonstrates that towns having a population of less than 1,000 people, and an assessed valuation of less than \$200,000 are seldom justified in undertaking the expense of supporting a state high school.

9. Scholarly classes, well started in at least the first two years of high school work, with a good prospect of classes to follow in regular succession, to maintain a full four years' course.

CONDUCT OF THE SCHOOL.

1. Students admitted to the high school shall have satisfactorily completed the common school branches.

2. Permanent records shall be kept to show where each grade pupil belongs, and what subjects each high school student has completed.

3. The school shall hold sessions of not less than nine months each year.

4. The high school shall be open, free of tuition, to all non-resident pupils, upon passing the examination required by law.

5. The high school department (including grammar school students, if necessary) shall be placed in charge of a well qualified assistant.

6. The superintend[ent] of the school shall be provided with an ample recitation room and office, and shall have reasonable time in school hours for general supervision.

7. Boards of education shall adopt a liberal policy in making provision to supply the following library facilities and scientific

equipment as rapidly as classes come forward to need them. The amounts named represent the cost of respectable beginnings for small classes.

a. Material in sets for a four years' course in high school reading, \$50.

b. A botanical or zoological outfit of tables, inexpensive dissecting microscopes, one compound microscope, dissecting instruments, glass jars and alcohol or formalin for preserving material, etc., \$80.

c. Apparatus and equipments adequate to carry on a year's work in physics as outlined in manual, \$200.

d. Suitable desks, chemicals and glassware for a year's work in chemistry, \$90.

e. A working school library for the use of students in the preparation of their daily work. The amounts named below are sufficient, if expended with judgment, to equip the various classes fairly well. It is understood that none of these books are required until classes are formed that need them. It is better to equip the classes one or more at a time, and equip each thoroughly, than to scatter a small appropriation. The principal subjects which require assistance from a working library are: English literature, \$100; general history, \$100; civics, \$40; political economy, \$60; senior American history, \$75; senior geography, \$75; physiography, \$50; chemistry, \$30; physics, \$40; zoology, \$50; botany, \$75; foreign languages, \$25 each.

8. The board of education of each school shall issue diplomas to those students who shall be certified by the superintendent to have satisfactorily completed the preliminary subjects and the work covered by twelve high school credits and a four years' course in reading. A year's work in a subject is called a credit.¹⁶

The plan of extending aid to schools that are not yet sufficiently advanced to assume the work of a well-organized high school, aims to promote the efficiency of these schools, and to encourage them in the effort to reach such a standard of excellence that they may become high schools, or if only elementary schools, that their graduates may be entitled to admission to the neighboring high schools.

The act of 1881, providing for aid to state high schools, was entitled, "AN ACT FOR THE ENCOURAGEMENT OF HIGHER EDUCATION." In its interpretation of this title, the high school board has required the schools receiving this aid to expend it in improving the quality of instruction and in providing additional equipment. The amounts annually expended by the schools for general equipment may be gathered from the following table. The

¹⁶ ATTON, *Ninth annual report of the inspector of high schools*, 1902, pp. 31-33.

amounts expended by the schools given below are fairly representative of the amounts generally expended by schools of like enrollment:

SCHOOLS	Enrollment	Chemistry	Physics	Botany and Zoology	History	English Literature	General Library	Supplementary Reading	Total for 1901-02	Averaging for Preceding Five Years
Red Wing	218	160	120	20	36	100	436	475
Wabasha	76	90	25	15	25	10	40	...	205	251
Wadena	55	25	20	...	20	10	75	15	165	159
Warren	42	86	27	15	10	8	54	58	258	242
Waseca	96	150	100	50	60	40	150	75	625	465
Hopkins	55	300	600	100	80	50	450	275	1855	...
Pipestone	124	12	150	60	20	10	70	38	360	218
Plainview	50	107	...	5	...	32	6	20	170	120
Preston	76	95	35	20	30	...	75	60	315	196
Princeton	43	75	75	...	25	25	40	...	240	170
Red Lake Falls ..	65	...	75	10	25	...	55	...	165	121
Duluth	623	239	279	269	550	...	1337	2088 ¹⁷

*Added in 1902.

SUMMARY OF EXPENDITURES FOR HIGH SCHOOLS DURING THE YEAR 1901-02

Chemistry	\$ 9,181.00
Physics	9,912.00
Biological Science	3,272.00
Special Historical Libraries	4,091.00
Special Literature Libraries	3,430.00
General Libraries	11,026.00
*Grade Reading in Sets	6,826.00

Total \$47,738.00¹⁸

*Excluding the large cities.

SUMMARY OF EXPENDITURES DURING THE PREVIOUS EIGHT YEARS

	1893-4	1894-5	1895-6	1896-7	1897-8	1898-9	1899-00	1900-01
Library	\$2,383	\$ 8,675	\$ 9,336	\$10,795	\$ 9,917	\$8,651	\$ 9,800	\$13,570
Science	5,436	12,602	10,453	9,647	11,202	9,009	14,961	16,997
Grade Reading in sets ..	1,500	2,167	3,078	3,077	5,017	4,930	5,721	7,836
Total	\$9,319	\$23,444	\$22,867	\$24,219	\$26,136	\$22,590	\$30,482	\$38,503 ¹⁹

¹⁷ Compiled from AITON, *Ninth annual report, op. cit.*, pp. 5-15.

¹⁸ *Id.*, p. 15.

¹⁹ *Id.*, p. 15.

OTHER STATES

The movement to provide free secondary education for all pupils qualified to enter the high schools and academies has taken different forms in the various states which have thus far made such provision. In *New Hampshire*, towns not maintaining high schools are required by law to pay for the tuition of their residents who may attend a high school or an academy in the same or another town or city in the state. \$5,000 is annually raised by the state to reimburse the weaker towns for this expenditure.¹ Towns whose rate of taxation for school purposes in any year is \$3.50 or more on \$1,000, and whose average rate of taxation for all purposes for five years next preceding is \$16.50 or more on \$1,000, are allowed to share in this appropriation. Such towns are classified into ten classes according to the rate of taxation upon the \$1,000, and the towns of each class share according to the tax rate, receiving from the state amounts ranging from one-tenth of the amount paid for tuition up to the whole of such expenditure. Towns whose rate of taxation is over \$25.49 on \$1,000 receive from the state the full amount paid for the tuition of resident pupils in the academies or high schools of the state. The term "high school" or "academy" as used in the act providing for such reimbursement is defined as "a school having at least one four years' course properly equipped and teaching such subjects as are required for admission to college, technical school, and normal school, such high school or academy to be approved by the state superintendent of public instruction as complying with the requirements of this section."²

When a pupil has completed the full course of instruction in any school of *New Jersey*, and is obliged to go elsewhere for more advanced work, the district of which such pupil is a resident must pay the amount of tuition fees agreed upon between the boards of the two schools concerned.³ New Jersey duplicates from the state funds all amounts between \$250 and \$5,000 raised by taxation or subscription or both for the establishment of manual training departments in connection with the public

¹ *Laws of New Hampshire*, 1901, ch. 96.

² *Id.*, see, A.

³ *Laws of New Jersey*, 1902, ch. 36, art. 1X, see, 113.

schools, or for the establishment of a manual training school. It is provided that no school shall receive more than \$5,000 for this purpose in any one year.⁴

In *Ohio*, the provision for advanced instruction is similar to that in New Jersey, with the exception that in Ohio the boards of two adjoining districts may enter into an agreement whereby all pupils of a district not maintaining a high school are instructed in a neighboring high school, for an amount agreed upon between the two boards. Under such circumstances, the pupil is expected to attend the school thus selected.⁵

Nebraska, in her second attempt to extend to all qualified pupils a free secondary education, requires the careful estimate of the actual cost per pupil in such high schools as have been declared by the boards to be open to non-resident pupils, and the county, or part of the county not included within a high school district, in which any given child is a resident, is obliged to pay the actual cost of the instruction of such child, when he shall have attended such public high school, provided such cost does not exceed seventy-five cents per pupil per week. When this amount exceeds seventy-five cents per week for each pupil, the excess is paid by the parent or guardian. All such high schools must be approved by the state superintendent of public instruction and by him declared "to be properly equipped as to teachers, appliances and course of study." An earlier law fixing the amount of tuition fees at three dollars per month was declared unconstitutional, as that amount was not in all cases the actual cost of services rendered.⁶

The first high school law of *North Dakota* was enacted in 1895, under the title "AN ACT for the Encouragement of Secondary Education." By the provisions of this act, the governor, the superintendent of public instruction, and the president of the state university, *ex officio*, were made to constitute "a board of commissioners on preparatory schools for the encouragement of higher education in the State." This board was called the "High School Board," and it was directed to inspect all schools of advanced grade, and to designate as "state high

⁴ *Id.*, art. XXIV.

⁵ *Revised statutes of Ohio*, sec. 4029-3 (as amended March 25, 1902).

⁶ *Laws of Nebraska*, 1901, ch. 63. *Id.*, 1899, ch. 62, sec. 63.

schools" all such schools as offered two years of high school instruction, provided that the "instruction and discipline" of such schools had been approved by the board. It was made the duty of the board to cause each such school to be visited "at least once in each school year, by a committee of one or more members." The board was authorized to appoint "a competent person to visit and inspect any schools, and to make report thereon."⁷ In 1899, the board was authorized to appoint an "Assistant Examiner," at a salary not to exceed three dollars per day; and all approved state high schools which admitted qualified pupils from any part of the state, without charge for tuition, were granted an annual subsidy from the state treasury.

The high schools were classified as four-year, three-year, and two-year schools, and the various schools of each class were granted, in 1899, an annual sum of \$175, \$140, and \$100 respectively.⁸ These sums amounted to \$4,000 annually in 1902, which was a trifle more than one-tenth the cost of carrying on the work of the high schools of the state for that year. The legislature of 1903 increased the annual apportionment to the high schools by granting \$400 to each school having a four-year high school course and doing four years' high school work, \$300 to the three-year high schools, and \$200 to the two-year high schools; "provided, that moneys so apportioned to any high school shall be used to increase the efficiency of the high school work; provided, further, that the total amount of the apportionment and expenses under this act shall not exceed ten thousand dollars (\$10,000.00) in one year."⁹ A high school once placed on the list of state aided schools is entitled to share in the state subsidy for a period of not less than three years.

The high schools of *California* are four-year schools having a course of study such as will prepare pupils for admission to one of the colleges of the University of California. High schools were provided for in the first school law of California, adopted in 1851. Not more than one-fourth of the state and county moneys

⁷ *Laws of North Dakota*, 1895, ch. 53.

⁸ *Id.*, 1899, ch. 81.

⁹ *Id.*, 1903, ch. 8.

received by the district, and not more than one-fourth of the whole amount raised by local taxation for schools, might be expended for schools of this grade.¹⁰ But the burden of the support of these schools was soon shifted to the local communities. The constitution of 1879 provided that the annual school moneys of the state should be expended for elementary instruction.¹¹ Since that time, the high schools have been regarded as local institutions and have been left for the most part to shape their own growth, except for the voluntary relations established between the several schools and the state university through the system of university "accrediting." The excellence of the high schools of the state is due in a large measure to this influence from the higher institution, which has shaped the courses of study in the secondary schools by its prescribed entrance requirements. To this circumstance, and to the high standard set for admission to the teaching force, must be attributed, in a large part, the fact that an excellent system of public high schools has been established throughout the state.

In the fall of 1902, there was submitted to the people of this state an amendment to the constitution permitting the legislature to levy a tax upon the state for the support of secondary schools. This amendment was carried by a large majority; and a bill was passed by the legislature of 1903, providing for a tax of one and one-half cents upon every \$100 of the value of the taxable property of the state, for a period of two years, for the support of high schools. After the expiration of two years, it is provided that the annual appropriation shall be fifteen dollars per pupil in average daily attendance in the high schools. This sum, amounting to about \$180,000 per annum at the beginning of the provision for state aid, or about fifteen dollars per pupil in average daily attendance, is distributed as follows: One-third of the whole amount is apportioned equally to the high schools regardless of the number of teachers or students in the same; the remaining two-thirds is apportioned to the high schools on the basis of the average number of pupils in daily attendance in the several

¹⁰ *Laws of California*, 1851, ch. 126, art. V, sec. 7.

¹¹ *Constitution*, 1879, art. IX, sec. 6. *Laws of California*, 1880, ch. LXXX, sec. 24.

schools. All schools sharing in this subsidy are required to have at least one course of study such as will prepare students to enter one of the collegiate departments of the University of California, and no school is eligible to share in the benefits of this act after a period of one year unless it employs at least two full-time teachers and has an average daily attendance of at least twenty students; and all schools aided under this provision are required to be in session 180 days in each school year.¹² Certain institutions of a semi-public character have been favored by the state in so far as they have been exempt from taxation.

CONCLUSION

At the outbreak of the Revolutionary war, but four of the present states had well-defined systems of public schools, namely, Massachusetts, New Hampshire, Connecticut, and Maryland. In these, the early grammar schools were supported in part by subsidies granted by the colonial governments. Several of the towns of Massachusetts received one thousand acres of land each, for the support of their grammar schools. Later, a policy was adopted of reserving a portion of each considerable tract of land sold, for the support of a grammar school within such tract. This policy was extended to the New Hampshire grants. The colony of Connecticut reserved for the encouragement of her grammar schools a tract of six hundred acres for each of her four county towns, and required that a school be kept in each. Additional revenues were provided by appropriating for these schools sums of money from the public treasury; and provision was made for the establishment of other schools by reserving for this purpose a portion of each township of land sold. The colony of Maryland sought to provide for her free schools by appropriating for this purpose certain of the revenues accruing to the colony. Other colonies at various times sought to encourage individual schools by the granting of special subsidies either in the form of revenues or of grants from the colonial treasury. Without these grants, many of the secondary schools of that period could not have existed. The action of the colonial governments in encouraging these

¹² *Laws of California*, 1903, ch. LX.

schools by liberal donations made possible at that time the establishment of a system of public schools which embraced every grade of school from the elementary school to the college.

With the establishment of systems of public schools after the close of the Revolutionary war, the policy of extending state aid to secondary schools became quite general. Few states, if any, failed to contribute to the support of one or more of the academies or other secondary schools that struggled for existence at this period. In many of the states, a definite system of grants was adopted. The best defined of these were found in Massachusetts, New York, Pennsylvania, Maryland, Louisiana, Tennessee, Kentucky, Michigan, and Wisconsin. In many of the states, much of the elementary education, most of the secondary education, and some of the higher education, was provided by these subsidised institutions. Meanwhile the public mind was preparing for the establishment of a system of public secondary schools.

The provision for a system of free high schools in Minnesota, Maine, and Wisconsin carried with it a plan for the encouragement of these schools by liberal grants from the state treasury, while in New York and Maryland the high schools were made to share with the academies in the annual donations. North Dakota and California are among the most recent states to provide for the partial support of high schools out of funds raised by a general state tax.

In 1878, Minnesota led the way in providing free secondary education for all qualified pupils who were residents of the state. Other states followed. The movement, although slow at the first, worked itself out in various forms in many of the most progressive states. In 1891, all towns in Massachusetts that were not obliged by law to maintain a high school, were required to pay for the tuition of pupils residing in such towns who were obliged to go elsewhere for secondary instruction. Wisconsin, New Jersey, New Hampshire, Ohio, and Nebraska require districts or towns not maintaining high schools to pay for the instruction of such qualified pupils as attend secondary schools elsewhere. California and North Dakota, like Minnesota, require all high schools receiving state aid to instruct without the payment

of tuition fees such qualified pupils from districts not maintaining high schools as can be accommodated without inconvenience or injustice to resident pupils.

It is one function of organized government to do for all what each individual can not do for himself. Children residing in communities too poor or too negligent to provide advanced instruction, have been obliged in most cases to discontinue their studies at the end of the elementary course. To continue them further would mean, in addition to other inconveniences, the payment of fees often amounting to several dollars per month. The movement to provide free secondary education for all qualified pupils regardless of place of residence has been prompted, in part at least, by the quite general conviction that, under existing conditions, the opportunities for obtaining such an education were offered to those who least appreciated it, and that it was beyond the reach of many who would be benefited the most by such advantages. The experience of states in which provision has been made for the free instruction of all pupils in the high schools confirms the belief that a very large number of qualified pupils in the rural districts are deterred from further advancement partly by reason of tuition fees.

Recent tendencies are prophetic of more general movements in the future to extend the means of obtaining a free secondary education to all qualified pupils, regardless of their place of residence: such instruction to be in well-equipped and properly graded high schools. In many states, this will be the completion of a system of public schools such as Huxley had in mind when he said, "No system of public education is worth the name of national unless it creates a great educational ladder, with one end in the gutter and the other in the University."

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